

DOCUMENT RESUME

ED 037 226

LI 001 860

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TITLE Developmental Book Activities and Needs in the Philippines.
INSTITUTION Wolf Management Services, New York, N.Y.
SPONS AGENCY Agency for International Development, Washington, D.C.
PUB DATE Nov 66
NOTE 144p.
EDRS PRICE EDRS Price MF-\$0.75 HC-\$7.30
DESCRIPTORS *Books, *Developing Nations, Education, Educational Radio, Educational Television, Information Centers, Libraries, *Publishing Industry, *Surveys, *Textbook Publications
IDENTIFIERS *Philippines

ABSTRACT.

The objectives of the three-country survey of developmental book activity in East Asia were (1) investigation of book activity in each country, (2) determination of priority book needs (3) development of program recommendations to answer these needs, and (4) formulation of regional recommendations relating to a book and library effort that might be sponsored by the Far East Regional Development Division of the Agency for International Development. The scope of work in the Philippines covered books and materials relating to the educational process, books used by individuals for learning enrichment and for technical and professional purposes, and books utilized in libraries and organized reference centers. The survey encompassed book-related activities of the host Government, bilateral and multilateral agencies, private foundations, and the local book industry. It was found that with the advent of the Textbook Production Project, a major expansion of developmental book activity occurred in the Philippines. But staggering problems remain, and there is much to be done to improve and expand the highly distorted local book market and industry. Specific recommendations are made for all aspects of the survey. Appendixes include discussions of the Philippine book market, education, educational radio and television, and the editorial process for U.S. school books, as well as the survey's regional recommendations. (Author/JB)

L1001 860

EDO 37226

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AGENCY FOR INTERNATIONAL DEVELOPMENT

Contract No. AID/csd-1162

November 1966

L1001 860

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LIST OF ABBREVIATIONS

AF - The Asia Foundation

AID - Agency for International Development, Washington, D. C.

ASLP - Association of Special Libraries of the Philippines

AV - Audio-visual

CBA) - Central Book Activities, Office of Technical
CBA/TCR) Cooperation and Research, AID/Washington

ETV - Educational television

ICA - International Cooperation Agency, predecessor to AID

IRRI - International Rice Research Institute, Los Banos

NEC - National Economic Council, ROP

NIST - National Institute of Science and Technology

PLA - Philippine Library Association

ROP - Republic of the Philippines

TCR - Office of Technical Cooperation and Research, AID

TPP - Textbook Production Project of USAID-Bureau of
Public Schools-NEC

UCC - Universal Copyright Convention

UNESCO - United Nations Economic, Scientific and Cultural
Organization

USAID - U.S. Agency for International Development Mission
to the Philippines

USIA - U.S. Information Agency, Washington, D.C.

USIS - U.S. Information Service Mission to the Philippines

PREFACE

This report is a product of a nine-week evaluation of developmental book activity in East Asia during late spring and early summer, 1966. It covers the Republic of the Philippines, which was surveyed by the Wolf Management Services team from April 24th through May 14th. Separate reports have been prepared for the Republic of Korea and the Republic of Vietnam, the other countries included in the study.

The three-country survey was developed and funded by the Central Book Activities unit of AID's Office of Technical Cooperation and Research. A project of broad scope and interest, its aims were (1) investigation of the state of developmental book activity in each country, (2) determination of priority country book needs, (3) development of a set of realistic, viable program recommendations to help answer these needs in each country, and (4) formulation of regional recommendations relating to a book and library effort that might be sponsored by the Far East Regional Development Division of AID/Washington.*

The scope of work in the Philippines covered books and materials relating to the educational process, books used by individuals for learning enrichment and for technical and professional purposes, and books utilized in libraries and organized reference centers. The survey encompassed book-related activities of the host Government, bilateral and multilateral agencies, private foundations, and the local book industry.

* These regional recommendations appear as Appendix C of this report.

The survey team for the Philippines consisted of four specialists:

Leo N. Albert: President of Prentice-Hall International, Inc.; Vice President of Prentice-Hall, Inc.; Chairman of the Board of Prentice-Hall of Japan, and International Book Distributors, London; and member, Joint Foreign Trade Committee of the American Book Publishers Council/American Textbook Publishers Institute.

Stanley A. Barnett (Chief of Party): Director of International Operations, Wolf Management Services; economic development specialist with experience in a dozen countries in various parts of the world; headed TCR/CBA's 1964 study of books as tools for national growth; specialist with USRO/MSA in 1953-1954; industrial development consultant.

Erroll D. Michener: Vice President, Director of International Division, and Assistant Secretary of Silver Burdett Company, educational publishers; before entering the publishing field, spent 14 years in public education as high school teacher, principal, consolidated school superintendent, and county superintendent of schools.

C. Walter Stone: Director of Libraries, Director of Center for Library and Educational Media Studies, and Professor of Library Science and Education, University of Pittsburgh; Director, Educational Media Branch, U.S. Office of Education from 1959-1962; consultant on mass media to UNESCO; Ed.D.; author and editor of library and audio-visual surveys and manuals.

Within the time limits of the study, we were able to investigate many pertinent areas--thanks to the full measure of cooperation and assistance received from the many individuals and agencies who were contacted.

The team is grateful to members of the staff of USAID/Philippines who contributed valuable guidance and counsel; to those at all levels of the Department of Education of the Republic of the Philippines who opened doors and provided penetrating insights into the present and potential

use of educational materials; to university officials; and to a host of other Filipinos and U.S. officials, businessmen and private citizens.

Our work in the Philippines was expedited and logically supported by Chester G. Shepanek, Textbook Production Specialist at USAID; to him we extend an especially deep note of thanks.

CHAPTER 1

INTRODUCTION AND SUMMARY OF RECOMMENDATIONS

The heart of this introductory chapter is a gathering together and summarization of the Book Survey Team's recommendations, which are scattered through the report in pertinent sections.

However, before proceeding to a consideration of the recommendations, we first briefly review several background factors that form the framework within which they become meaningful. The chapter thus starts with (a) a short assessment of the market for books in the Philippines--imports as well as those published locally; in the classrooms as well as in the libraries. Then, (b) we summarize the nature of the Philippine educational system, and (c) the role of foreign agencies in book and library development. Finally, just before the recommendations are reviewed, (d) we discuss key factors that inhibit the use of books.

THE PHILIPPINE MARKET FOR BOOKS*

Book Imports

There is a considerable inflow of books into the Philippines. As might be expected, most originate in the U.S. In 1964, 96% of the 296,600 technical and scientific volumes imported into the country were from the U.S.; almost all the 130,000 college textbooks originated in the U.S. (or were low-cost Asian editions of U.S. books that were printed in Japan); 94% of the 124,400 imported school supplementary readers came from the U.S.; and almost 70% of the 593,000 "other supplementary and library books" came from the U.S.

* Much of the material in this section is condensed from Appendix A.

There is no tariff on educational books (except on the Asian editions from Japan). Books are imported through regular commercial channels--there are no current special import programs, such as UNESCO Book Coupons or USIA's Informational Media Guaranty Program. Millions of foreign books have been shipped to the Philippines through the donated book programs of private and public agencies (see below).

The Local Output of Books

The output of locally produced books is among the lowest in Asia. Only 802 book titles were published in the Philippines in 1964, and of these just 433 were first editions; the remaining 369 were reprints.* Of the first editions, almost 60% were in the social science and religious categories; there was minimal production of juveniles or literature. 81% of the books were published in English; most of the remaining in the Philippine vernacular languages. With easily available (although frequently very expensive) U.S. books, the local publishing industry is restricted to those areas that cannot be serviced efficiently from abroad, and/or those markets too small to interest foreign publishers.

The embryonic size of the Philippine publishing industry afflicts it with the attendant problems and difficulties that characterize small family businesses in developing countries: a lack of professionalism and "over-competition"; financial instability; business secrecy and absence of an accurate census of manufacturing capabilities; and a pricing structure that prevents the proper staffing of firms with needed editorial and graphic expertise. In addition, local book paper is of poor quality, and is excessively priced.

Most of the books produced in the Philippines are public school textbooks--the result of the massive joint USAID-Bureau of Public Schools-National Economic Council "Textbook Production Project". The TPP has had an important

* The low level of this Philippine output is dramatized by a comparison with the output of the other countries surveyed by the Book Team: South Korea (with about the same population) produced 2,457 books (almost all first editions), while South Vietnam (with about one-half the population of the Philippines) published 1,556 books.

impact on the local publishers and printers; books must be printed locally, and over two-thirds have been produced by the private book industry. The 25,000,000 books involved in the project were originally expected to cover basic textbook needs in the public elementary and secondary schools; however, because of skyrocketing enrollments, only one out of three or four students has books.

The more "exclusive" private Philippine secondary schools use imported books; many of the private schools in the impoverished areas must rely on secondhand U.S.-donated textbooks. Almost all books in the private and public universities are also foreign (mostly U.S. texts).

There is little money for supplementary school books or reference and library books for the schools. The vast majority of such books are also gifts from the U.S., some of limited applicability and use.

Practically nothing is produced for the neo-literate, and juvenile books are lacking. Few technical and professional or business and commerce books are produced locally--these needs are semi-filled by imports. The most acute gap is in the area of high-level professional and scientific books, many of which are too expensive for Filipino purchasing power.

Philippine Libraries

Although there have been many improvements over the years, it is difficult to discuss library development in the Philippines in strongly optimistic terms, because so much remains to be done. There is no national library system to which one can look for support, coordination, development of standards, upgrading of personnel, and so forth. National planning has been limited, in spite of good work done by the two professional associations.

The total book reservoir of the country is quite small, and most books, as noted, are foreign. The largest percentage of books in the libraries is obsolete or worn. National bibliographic services are lacking. School libraries are generally study halls, and public library reaching power is limited--chiefly augmenting school services. And while there are some good college libraries, Government libraries and special libraries, there are not many.

The role of libraries in schools is not understood. By and large, the library function is conceived as a warehousing operation, and in schools there is only an occasional training effort for use of libraries and library materials. There is no centralized processing; no school book mending or binding services are available. National statistics have not been collected. Professional training tends to be technical and reaches only a handful of prospective librarians. There is virtually no concern for audio-visual materials in Philippine libraries.

NOTES ON THE EDUCATIONAL SYSTEM*

The Philippines, with an annual population increase of 3.2%, has grown from 19,200,000 in 1948, to 31,000,000 in 1965; by 1980, population is expected to reach 55,000,000. School enrollments have outpaced population rises. This fact, added to the near destruction of the Philippine school system during World War II, and the financial problems involved in rebuilding an entire economy since then, has circumscribed seriously the ability of the Philippine Government to update its educational plant.

A serious language problem also affects the schools. There are 80 different dialects spoken in the thousands of islands that comprise the Philippine archipelago--12 of the vernacular languages are of sufficient importance for them to be the languages of instruction during the first two years of elementary school. During the half-century of U.S. occupation, English was the sole medium. Now a new national language--Pilipino, the Malayan dialect of the Manila area--is supplementing it. English is the language of instruction above third grade, and Pilipino is a required course throughout schooling. By 1960, 44.5% of the population was considered Pilipino-fluent, and 39.5% English-fluent; English language capabilities have decreased alarmingly.

In teaching methods and concepts, the Philippine school system is greatly influenced by U.S. practice and philosophy. American teachers have made important contributions.

* This is a condensation of Appendix B.

The Philippine Department of Education is divided into three operational bureaus--one each for the elementary and secondary public schools, the private schools, and the vocational secondary schools. The universities and colleges are administratively independent of the Department of Education.

Theoretically seven-year institutions, elementary schools are in practice only six years long, because of inadequate funding. The secondary schools are four years in length. Almost all elementary enrollment is in the public schools, while 62% of secondary school students, and 86% of collegiate students attend private institutions.

Financing is perhaps the greatest problem of the educational system. Although the Department of Education receives 26% of a tight national budget, monies are limited in every sector, and the national Government has been forced to concentrate support on the elementary schools. In effect, the academic secondary schools have had to fend for themselves.

In 1963-1964, 5,236,000 students attended elementary school--88% of the age group (and among the highest in Southeast Asia). An enrollment of 7,250,000 is projected for 1970, and 8,600,000 for 1975. Half of entering elementary school students drop out by the sixth grade.

The secondary schools, with 950,000 students, also had a high dropout rate. At this level, the Government assumes full financial support responsibility only for the vocational high schools, which account for 86,000 students (8% of the total). There is a strong official drive for vocational education, but many of the "vocational" secondary schools being opened are in fact academic institutions, redesignated so that Government support can be obtained. The secondary schools are reputed to be the weakest link in the Philippine educational system. Only 29% of high school age youth attend school.

404,000 were enrolled in colleges and universities in 1964. Of these, 57,000 attended the 14 state-supported institutions, the most important of which is the University of the Philippines. The others attended private institutions, some of which have excellent reputations, but many of which are known as large, profit-oriented, "diploma mills", with tens of thousands of part-time students (who use few books and receive substandard education). The short ten-year length of elementary-secondary school education often produces college freshmen who lack maturity or educational proficiency to handle university level textbooks.

There is a lack of qualified teachers at almost all levels. Many of these (like the students) have serious English language deficiencies. There is a qualitative shortage of vocational school teachers.

BOOK ACTIVITIES OF FOREIGN AGENCIES*

Because of long-established American ties and English language capability, the Philippines has been the recipient of donated secondhand books from many organizations. One of these alone--The Asia Foundation--has distributed almost 3,000,000 books and periodicals, and is the major source of book holdings (perhaps the majority) in school libraries.

Among the book activities of U.S. agencies in the Philippines, AID's have been of chief importance. In addition to a remarkably successful Central Book Activities/TCR textbook rental-purchase program for two Cebu medical schools, there have been USAID book-related efforts going back for 14 years. The major USAID project--one of the largest of its kind in AID history--has been the Textbook Production Project, discussed at length in Chapter 2. USAID has also sent some 100 participants to the U.S. on book-related training grants, has provided technical assistance to the Textbook Writing Section of the Bureau of Public Schools, and has helped develop materials production centers in three cities. USAID has donated and purchased hundreds of thousands of dollars' worth of books for educational institutions and Governmental agencies.

Other active U.S. agencies include the Peace Corps, USIA and USIS. The Peace Corps has provided volunteers' time, talent and experience to many of the joint experimental textbook and curriculum writing projects making such an impact on Philippine school books; the Peace Corps has concentrated in the areas of science, English language and mathematics. USIA's Regional Service Center at Manila has played a major role in the production of TPP textbooks (it has produced about one-fourth), and in other USAID and Government of the Philippines

* See Chapter 9 for details of these activities.

book projects. USIS has donated books, and acts as a distribution channel for the books of other donor organizations.

The private foundations also have played important roles. We noted before the magnitude of The Asia Foundation's donated book program. For the public elementary and secondary schools, the books are used as supplementary readers and library books; for the private schools in impoverished areas, they are used as textbooks. In addition, The Asia Foundation has provided financial support in the field of library education.

Both the Ford Foundation and the Rockefeller Foundation have sponsored and supported large projects concerned with the development of teaching materials and library improvement. These have included support to the Philippine Center for Language Study (where English language textbooks for the elementary schools have been developed), assistance in the establishment of the Science Teaching Center at the University of the Philippines (where books modeled on the PSSC approach have been developed), and grants to university libraries, special libraries and Government agencies.

UNESCO has been inactive in the country for a number of years. However, the Philippine National Commission for UNESCO recently was reorganized and may be able to take a more positive role.

FACTORS THAT INHIBIT THE BOOK MARKET

The non-textbook Philippine book market is extremely limited. The reasons for this state of affairs include:

A. The language difficulties already referred to. The lack of a single language that is written and read fluently throughout the Philippines further fractionalizes a small initial market. And the shift in language of instruction during schooling--from emphasis on one of twelve vernacular languages during the first two years of elementary school, to English (with some Pilipino) afterwards, helps perpetuate this condition.

B. The historic domination of U.S.-produced books restricts the market for locally published and printed books.

C. The low per-capita income of the Filipino makes it difficult for him to afford the inefficiently produced local books (which are printed on expensive but low-quality paper), or the high-priced imported books.

D. The lack of school libraries and Department of Education funds to fill those that do exist; and the shocking absence of public libraries means that many of the literate and neo-literate population live in municipalities and barrios where public libraries are unknown. Too often Filipinos are furnished with the "gold key", but not the "chest of knowledge" it can open. Further, book collections leave much to be desired.

E. The lack of village libraries is matched by poor book supply and bad distribution. Reading materials for the potential readers outside of the cities, in most cases, are almost nonexistent.

F. The lack of professionalism in the embryonic Philippine book industry often results in inefficiently produced books that can attract few buyers.

G. The lack of Department of Education funds forces it to concentrate all book efforts on textbooks, to the neglect of supplementary and library books.

SUMMARY OF RECOMMENDATIONS

With the advent of the Textbook Production Project, a major expansion of developmental book activity occurred in the Philippines. But staggering problems remain, and there is much to be done to improve and expand the highly distorted local book market and book industry, and to get more books--key tools for national growth and development--into the hands of more Filipinos at all levels.

A brief survey such as ours cannot hope to do more than identify a number of priority needs, problems and opportunities--and prescribe answers and solutions where possible. Of necessity, a number of our recommendations call for follow-up studies and surveys--either to probe in greater depth or to develop suggested programs in further detail.

We list below short summaries of the more important recommendations of the Book Activity Survey Team. The number in parentheses after each recommendation indicates the page upon which it appears in the body of the report.

Summarization of this sort, while convenient and useful, is often misleading. It requires a compression of concept that may generalize the recommendation and obscure its points of emphasis and qualification, and it takes the recommendation out of the context of practice and need within which it has been developed.

We suggest that the reader use this summary primarily to gain an overall view of the tenor of our recommendations, to obtain an indication of relative priorities, and as a reference index for locating specific recommendations in the text where they are elaborated in fuller detail.

Recommendations Regarding School Books

Of highest priority--there is an obvious and imperative need to assist the Government of the Philippines in a continuation of the Textbook Production Project, which USAID is currently phasing out after five years of intensive effort and much progress. There is now only one book per three or four students; with continuing rapidly rising enrollments, it is estimated that 38,000,000 more textbooks will be needed for a one-book-to-one-student ratio. And perhaps 7,000,000 to 9,000,000 textbooks subsequently will be needed annually for replacement and revision.

The Philippine Government lacks the financial resources to continue this vital project alone; they must be augmented--and augmented massively. We strongly urge that pertinent foreign public and private agencies be convened to determine the actions to be taken and the mechanism through which such aid can be speeded. Participating organizations might include the Government agencies and the private foundations that have been so active in providing assistance to the Philippines (25).

There should be a concomitant priority investigation into the possibility of reducing the cost of the TPP textbooks. Importantly, this should include a study to determine whether plasticized paperback binding should be substituted for the

expensive, cloth-bound, hard covers presently used; the Philippines' reliance on luxury covers is almost unique among developing countries--raises cost and slows production. The study might also consider the use of newsprint (for subjects where long textbook life is undesirable), and a reduction in the number of colors used in illustrations. Perhaps 60% to 70% more texts per 100 pesos could be produced through these changes. The books we envision are similar to the Vietnamese textbooks currently being produced at the USIA Regional Center at Manila (26).

In view of qualitative and quantitative teacher shortages, and to ensure that the TPP student editions are used most effectively--teachers' guides must be produced and distributed to every teacher. This is not done now. In the future, the cost of the teachers' guides should be included in the overall textbook production price (they might add 1% to 1½%), and shipped with the textbooks, as in Korea (28).

High school textbooks on technical and vocational subjects have not been included in the TPP. Despite the large expansion planned for vocational schooling, teaching materials are absent. Although their limited present market makes them uninviting to private publishers--pertinent textbooks, technical manuals, workbooks and worksheets must be produced, and fast. We suggest that a project be developed to adapt (where necessary) and inexpensively reprint appropriate U.S. materials. The project would require bilateral assistance; it would start with a study in the Philippines by a U.S. educator-editor to pinpoint needs (33).

A foundation should underwrite a subsidy program to support university professors while they take time off from school to write needed textbooks (45).

The experimental textbook and curriculum writing projects have produced excellent material, but their work has often overlapped and lacked coordination. One way to achieve greater integration and direction for such efforts to produce low-cost materials for limited educational markets might be the creation of a semi-Governmental non-profit agency to fill that function (31).

Recommendations for the Improvement of Reading Skills and for Learning Enrichment

There is priority need for neo-literate material for the 79% of high school age Filipinos who attend no schools--books that are mature in content, yet easy to read. If such material cannot be developed with the assistance of the Philippine National Commission for UNESCO (which has just been reorganized), it should be created through a bilateral project that will involve the adaptation and translation into Pilipino of the new neo-literate materials developed in the U.S. The work might begin with a first-hand study in the Philippines to develop project outlines by a specialist in this new field (51).

To help remedy the great gap of high-level technical books (and university level textbooks) in the Philippines, and the rest of East Asia, the Far East Regional Development Division should sponsor a project to produce and publish commercially a core collection of low-cost English language editions of these books. Printed centrally in Asia, and multi-country marketed in quantities and with a subsidy, they might be priced at the equivalent of \$1.00 to \$1.50 (53).

Recommendations for Library Books and Library Development

Priority attention should be devoted to enhancing library collections:

More private grants should be solicited and given to strengthen major collections at the colleges (70). Collections of donated books, especially in the school libraries and the public libraries, should be enhanced through a TCR/CBA contract with The Asia Foundation, which could first determine the requirements for such books, and then locate, procure and ship the volumes from the U.S. (41).

The Cebu medical textbook rental-purchase project has overcome the high-cost, lack-of-textbook bottleneck that hampered education at the schools involved. The immensity of the university textbook gap and the near-prohibitive cost of many potentially available U.S. books suggest that the Cebu concept be expanded rapidly. Accordingly, we recommend that (a) the project be

extended to the five Manila medical schools, and (b) that it be expanded further to include books for other university disciplines, such as agriculture, public health and engineering (44).

Because of the urgent need for back-issue periodicals and books that are not commercially available, the Far East Regional Development Division and TCR/CBA should investigate the possibility of continuing large scale assistance through a program similar to the much-missed U.S. Book Exchange Project (54).

In view of the wide qualitative and quantitative variations among university and college book holdings, we recommend that strong accreditation programs be established to lead to enforcement of professional standards for library development in higher education (49).

Long-range library growth and improvement in the Philippines revolves around (a) the development of a strong national library program, and (2) establishment of a demonstration library system working with the entire range of Philippine libraries--should the national planning efforts so indicate:

There is urgent need for national surveys, followed by the planning and development of a new legislative approach--to create a national program that will ensure development of library services throughout the country, and bring about a sharing of resources. The reform might call for the establishment of a new library development agency (70).

To help overcome the substandard collections, staff and services of Philippine libraries, a series of pilot projects should be established to prepare the way for a nationally conceived demonstration library system. This would involve the organization of a series of regional library programs around which smaller library units might cluster, and to which they could look for leadership. All types of libraries would be included--school and public libraries, university and special agency libraries--for the concept is based on the development of library programs which are not limited to serving particular library clienteles.

The economics of regional program planning are such that chief distinctions must be drawn on size and specific nature of collections, rather than by type of library, when developing the pilot projects. Of primary importance would be the college and university libraries in the regions; they contain the chief library resources available (61).

To unify and render more effective the school library effort, we recommend the establishment of a unified library division within the Department of Education--to be responsible for the distribution of the full range of books and audio-visual materials required to supplement and enrich school collections (41).

Plans should be made to decentralize geographically some functions and resources of the National Library to bring it closer to those who need it, and to create a stronger national program (70); at the same time, the National Library should develop and maintain a national union catalog and referral service for books--particularly in science and technology (71), and provide a centralized processing service (71).

Librarian accountability for books should be eased so that books will not be hidden and overzealously guarded (69).

To assist in the development of library education programs, more consultants from the U.S. should be brought to the Philippines by the Rockefeller Foundation or another foundation which makes such grants (71); more scholarships should be provided for Filipinos to study librarianship both locally and abroad (72); work-study programs should be established at the strongest Philippine libraries to teach librarians under optimum conditions (72); and more field training programs, workshops and seminars should be offered librarians (72). The private foundations should play leading roles in this activity.

The two professional library associations should be strengthened through outside funding to assist their publication and service programs; and they should work more in concert (71).

Recommendations for the Philippine Book Industry

Although the concepts and techniques of modern publishing are not unknown, the Philippine book industry is in dire need of outside professional expertise. We recommend that a top-level team of U.S. book specialists be sponsored to work with the private book industry of the Manila area. A three-man team (printing-production, education-editing, and publishing-marketing specialists) would survey the industry in depth, hold workshop sessions based on its findings, and provide in-plant advice and counsel (80).

The poorly equipped and managed, overly competitive book industry needs more effective organization. The Government of the Philippines should encourage mergers among present firms--through tax incentives and other advantages--to develop better rounded, larger entities (80). There is need for a strong, dynamic association of book manufacturers who collectively can strengthen the industry through development of standard trade customs and reliable statistics, through industry-wide dealings with the Government and others, and through the improvement of training for the trade (80). There is equal need for a strong association of book publishers, with similar aims (81).

To promote interest in books and the reading habit, and to bring all of the book industry (public and private alike) into common effort, we recommend creation of a Philippine book center or trust--with UNESCO assistance--similar to book trusts that UNESCO has established in other Asian countries (81). There also is need for regularly scheduled meetings between the private book industry and key officials of the Department of Education (81).

Paper is too high a cost item in Philippine-produced developmental books. We strongly urge that the 30% ad-valorem duty on imported book paper be eliminated from all paper destined for textbooks--possibly concurrent with the inauguration of a system of authorization and control to prevent its diversion. A large local paper mill should test-run its book paper to take the question of suitability out of the realm of opinion into fact. Further, the Government should investigate the pricing policies of local paper mills to determine production costs, improvements and efficiencies that may be effected. Finally, a research and development program to help paper mills develop better quality pulps and papers should be supported and subsidized by the Government (85).

The Republic of the Philippines has ceased to adhere to the Universal Copyright Convention; it should reconsider its action and rejoin that body in the self-interest of the local book industry (100).

CHAPTER 2

TEXTBOOKS IN THE ELEMENTARY AND SECONDARY SCHOOLS

In the Philippines, even more than in most developing countries, the overwhelming proportion of books is produced for the formal school system. This chapter is concerned with the most numerous and important of these--the textbooks used in Philippine elementary and secondary schools. After introductory discussions of earlier school books, and of the function and nature of the National Textbook Board, we review the output and the future of the Textbook Production Project--the massive, joint Philippine-U.S. project which, since 1961, has produced almost all the public school textbooks used today. There follows a discussion of new concepts and recommendations, and the chapter closes with a short section on private school textbooks.

The next two chapters cover other aspects of the market for books in the formal educational system. Chapter 3 takes up supplementary books and libraries in the elementary and secondary schools, and Chapter 4 covers books in higher education.

School Books Before the 1960's

Before World War II almost all Filipino school books were produced in the U.S. The U.S., during its long occupation of the country, exported its ideas of education and educational administration, and its reading materials. Dr. Onofre D. Corpuz, Under Secretary of Education of the Philippines, graphically described the impact of these school books as follows:

"Until the outbreak of the Pacific War in 1941, Filipino children learned to read from English-language primers, published in America, about well-dressed and clean faced Billy and Sally and Dick and Mary Ann, illustrated in color with American homes with smoke swirling out of chimneys in winter.

"Their elder brothers and sisters were familiar with the farmers of Lexington and Concord, the battle of Brandywine, and the surrender at Yorktown. They read the biographies of George Washington, Thomas Alva Edison, and Henry Ford, and absorbed volumes of information about the land of opportunity which gave them success.

"Little of this has any genuine relevance to the Filipino's tropical way of life..."*

One of the tragic effects of World War II in the Philippines was the near-total destruction of the country's educational framework--from physical plants to instructional materials.

Immediately upon the war's end, the Philippine Government undertook the rehabilitation of the educational system. But the local effort, great as it was, could only partly suffice to meet the great pent-up demand for adequate public education, and the predecessor agencies of USAID began providing technical and financial assistance to help fill the gap.

With rapidly rising population and school enrollment, the textbook and teaching materials shortage soon reached critical proportions. The problem had gained the attention of the Philippine Government and the U.S. Aid Mission, but for several years, as they sought to work out a solution, millions of school children in the public schools found themselves with fewer and fewer books. The ratio reached the level of one tattered book to five or ten pupils by the end of the 1950's.

Studies by the Bureau of Public Schools and the AID Mission showed that at least 35,000,000 textbooks were needed within a four-year period just to satisfy minimal demands, and both agencies came to the conclusion that there must be created a massive project to provide these books without which "no substantial advancement in any area of education (could) be made."

The project--the Philippines-United States Textbook Production Project--was developed as a five-year joint effort of the Bureau of Public Schools, the National Economic Council, and the U.S. Mission. Its announced goal was the production

* "The Philippines", a volume in Prentice-Hall's Modern Nations in Historical Perspective series, Englewood Cliffs, New Jersey, 1965.

of 25,000,000 textbooks to relieve the acute shortage and to provide textbooks for each Filipino child in every public school. The Textbook Production Project is discussed below; before so doing, we briefly cover the broad outlines of book usage in the Philippine schools, and the Board which is responsible for book selection.

The National Textbook Board

The National Textbook Board reviews and approves all textbooks for the public schools, all supplementary books for the public schools, and accords permissive approval to books used in the private elementary and secondary schools. The Board is appointed by the President of the Republic. While it includes ex officio representatives of the Bureau of Public Schools and the Bureau of Private Schools, many of its members are not educators and are not deemed to be particularly qualified for their task.

The Board's prime function is to review suggested new materials brought to its attention by the Materials Evaluation Section of the Bureau of Public Schools. However, its membership had lapsed with the inauguration of the new President of the Republic in January 1966. At the time of our survey, new members had not been appointed and the Board was inoperative.

There is general agreement that when a new Board is appointed, reorganization is called for to help insure its more effective and imaginative functioning.

The Bureau of Public Schools provides all textbooks for the six-year public elementary schools and the four-year public high schools. Providing books does not mean they are all free. By law, the books for the primary level (Grades I-IV) are lent free of charge; but the intermediate level (Grades V and VI) textbooks and the high school textbooks are rented to students at an annual charge of about 20% of the book's cost.*

* The annual rental for public school textbooks is set according to anticipated replacement cost of books for new editions and book deterioration under multi-student use. The rental plan is financed by a special Bureau of Public Schools revolving fund.

With the exception of primers in the vernacular languages (used during the first two years of elementary school), public school textbooks are case-bound and cloth-covered. They are expected to last for a minimum of five years, and physical replacement and the issuance of new editions is theoretically predicated on this time element. In practice, however, textbooks are usually used until they fall apart, or until the new revision is ready--either of which may take ten years.

Public school textbooks closely follow the curriculum. They are uniform for all schools and students, with two exceptions: (1) for many courses, a dual-adoption system has been adopted, under which two different textbooks are approved for the same course, each being distributed to one-half of the students; (2) there are two levels of textbooks for Pilipino language studies--an advanced series for the Tagalog-speaking areas, and a simpler series for areas in which the other major vernacular languages are spoken (Tagalog is the basis for the new national language, Pilipino).*

Private school textbooks, as we have noted, receive permissive approval from the National Textbook Board. They are covered at the close of this chapter.

PUBLIC SCHOOL TEXTBOOKS

Output of the Textbook Production Project

The Textbook Production Project (TPP) was planned to provide approximately 80% of the basic need for public elementary and

- * Although English is the language used in instruction after Grade II of elementary school, Pilipino language study is one of the key courses throughout elementary school and high school and at least one Pilipino language textbook is used each year. These books are usually not part of the Textbook Production Program (TPP), but are purchased by the Government from local private publishers. Like TPP books, they are hard-covered.

high school textbooks. The textbooks have been produced under a joint program whereby USAID provides textbook paper, book cover materials, and technical assistance--and the Philippine Government provides for the preparation and selection of the textbooks, contracts with private or public publishers and printers, and contracts for the distribution of the paper and the books. The project began in Fiscal 1961 and was scheduled to be completed by the end of Fiscal 1966. Overall U.S. dollar contribution was set at \$4,400,000; the Philippine contribution was set at 65,000,000 pesos (\$16,750,000)*, from funds provided by the Bureau of Public Schools and the National Economic Council, peso generation from the import of paper and paper products, book rentals, and the sale of U.S.-supplied agricultural products.

Every public school textbook published in the Philippines during the past five years (with the exception of books used in the Pilipino language courses) has been a product of the Textbook Production Project. By the time of our survey, the project was approaching its final phase. 20,000,000 copies of textbooks had been published and delivered to the Department of Education, and almost all of the remainder were contracted for and were in production. The books were the output of three main sources:

Published by the Philippine private book industry	13,000,000 copies
Published by the USIA Regional Service Center, Manila.	5,000,000 copies
Published by the Bureau of Public Schools (through the Bureau of Printing).	2,000,000 copies

The private Philippine publishing industry produced 65% of the books--with an average of almost 3,000,000 copies per year. Many of the volumes published by the Bureau of Printing were the vernacular books of Grades I and II, and somewhat over 800,000 of the Bureau's production were printed in Japan as an overflow order.

With the majority of production coming from the private publishing sector, USAID considers that one of the subtargets

* The peso is worth about 25.7 U.S. cents.

of the project--expansion of the local industry--has been substantially achieved. Six of the printers who received contracts under the project are reported to have doubled the size of their plants, and others have added considerable capacity. The non-textbook industry of the Philippines is small (see Appendix A for details of its low output); whether as hoped, the TPP has been instrumental in establishing a permanent, self-sufficient textbook publishing industry in the country is open to question.

Table 1 (following) shows the planned output of the TPP--over 80% of which had been delivered at the time of our visit. The Project includes nine student edition titles (each in 11 or 12 vernacular languages) for Grades I and II, and 78 student edition titles in English for the higher grades of public elementary schools and for high schools. In all, 18,501,441 copies are planned for the primary level, and 4,672,232 copies are planned for the intermediate level of elementary school. 1,480,383 copies are planned for the public high schools.

Most of the titles used in the project are new books; only 35 to 40 have been reprints. All books in the project must be manufactured in the Philippines. This requirement springs from several reasons: (a) the resurgent post-Independence nationalism, (b) protection for the infant printing industry, and (c) the need to reduce imports and the outflow of foreign exchange. Of the textbooks produced to date, only 21 have been published by Philippine branches of U.S. firms and just three have U.S. authors.

When U.S. books are used, they are adapted and revised to meet Philippine conditions.

The TPP titles for the primary grades include primers, readers, arithmetic, social studies, English language, science

**Table 1. PLANNED OUTPUT OF THE TEXTBOOK PRODUCTION PROJECT, BY GRADE, AS OF JANUARY 1966
(Student Editions)**

	<u>Number Titles</u>	<u>Number Copies Contracted</u>	<u>Avg. No. Copies Per Major Title</u>
Elementary School			
Primary Level:			
Grade I	6 ^{a/}	6,474,100	1,070,000 ^{b/}
Grade II	3 ^{a/}	3,068,200	950,000 ^{b/}
Grade III	11	4,784,571	430,000
Grade IV	9	4,174,570	464,000
Intermediate Level:			
Grade V	8	2,500,160	312,000
Grade VI	9	2,172,072	241,000
High School			
1st Year	14	531,559	50,000
2nd Year	13	427,777	40,000
3rd Year	8	361,465	45,000
4th Year	6	159,582	27,000
Grand Total	<u>87^{c/}</u>	<u>24,654,056</u>	

Notes: a/ Each of these titles is published in 11 or 12 major vernacular languages--all other titles in English.

b/ The average per separate vernacular edition is about 90,000.

c/ If each of the Grades I and II vernacular editions are counted as individual titles, the total becomes 179.

Source: Unpublished data, USAID.

studies and civics books. Those for the intermediate level of elementary school also include Pilipino music and home-making. The high school textbooks cover the usual academic range: literature, history, government, the physical sciences, English, Pilipino, arithmetic, geometry and algebra.

(Importantly, books for the secondary vocational schools have not been covered by the project. There is a strong thrust behind these trade-technical, agricultural and fishery schools to help the Philippines become an agro-industrial country. Our survey revealed few if any textbooks for these institutions. Admittedly their present enrollment--86,757 in 1963-1964--is small and they probably lack the economically viable market which private publishers require to service them. But their importance to the future of the country suggests that priority steps should be taken to provide them with the school books they need. (See the team recommendation along these lines later in the chapter.))

Under Philippine laws, all Government printing must be done by the Bureau of Printing. Because of the magnitude of the textbook project and the need for completing it in a given time, special arrangements were made to permit the use of private publishers. Depending on the source, the books have been written by the Textbook Writing Section of the Bureau of Public Schools or private authors and publishers.

Bureau authors have received training from USAID textbook and instructional materials specialists, and selected Bureau writers have studied in the U.S. under the participant training program. Officials at the Bureau maintain that staff authors are better trained than those who write the privately published books. Bureau authors formerly had a monopoly on the writing of reading and language books; the practice was recently voided and they now compete against the private publishers in those fields. It appears that the Bureau of Public Schools, under pressure, is gradually turning over to the private sector the publishing of public school textbooks for Grades III and above.

The privately produced textbooks are normally written in a two-step process. First, an authority in the field prepares a skeleton of the book, writing up the pertinent facts and figures. Then a textbook writer (usually a teacher in the subject and grade) fits the raw information to the curriculum

level and content. Most writers are practicing teachers; the Bureau permits them to work on the manuscripts on a spare-time basis, but reportedly insists that they have a minimum of five years' teaching experience.

The books, as previously noted, are usually hard-cover, case-bound, cloth-backed books, built to last a minimum of five years. They are usually printed via photo offset, and many use four-color illustrations.

Distribution of the public school textbooks is simple. Allocation to schools is supposed to be computed on a pro-rata basis, depending on size of enrollment. Brokers take over the crates of books from the printers and, following Bureau-established schedules, ship the volumes by truck, railway or vessel to the 62 provincial divisions, which take over responsibility for delivery to individual schools. Although the remote sectors of the country are considered priority target areas, several apparently well-informed people reported that the TPP books are often conspicuous by their absence in the isolated rural areas.

Future of the Textbook Production Project

It is undeniable that the TPP has had a major impact upon Philippine education and the Philippine book industry. For the first time there has been a mass production of books--20,000,000 thus far--for public schools, which rarely had books before. New printing plants have been established and some existing ones modernized. The project has seen the creation of new jobs in the book industry. And there has been noted a marked improvement in the physical quality of locally-produced books--thanks in large measure to the USAID textbook production specialist who has worked closely on the project almost since its inception.

But the Project is not a cure-all and was never so considered. Its original objective of 25,000,000 books was originally estimated to be 10,000,000 shy of the basic need. The deficit has increased sharply as enrollment has continued to surge upward in the public schools (see Appendix B). To achieve a one-to-one book-to-student ratio rather than the one-to-three or one-to-four of today, an estimated 38,000,000 additional new books are needed--as are very large expenditures by the Philippine Government and potential other sources of assistance. And replacements and revisions mean that

7,000,000 to 9,000,000 books may have to be produced thereafter on an annual basis.

Faced with severely limited funds (see Appendix A), a growing textbook crisis, and the projected end of USAID commodity support at the close of Fiscal 1966, the Department of Education at the time of our survey was putting almost all of its inadequate educational materials money into public school textbooks, as opposed to supplementary books or library books. Its financial plight was compounded by the fact that primary level books--which number over 18,500,000 volumes and 74% of the books to be produced by the TPP--are free of charge to students (the TPP introduced this concept; previously, public school textbooks had been sold or rented to students).

In short, by mid-1966--at the scheduled conclusion of the joint Textbook Production Project--the Department of Education faced an acute problem of rapidly worsening dimensions--one that cried out for a rapid solution. At the time of our departure from Manila, it had not received assurance of further support from AID.

There is an obvious and imperative need to assist the Department of Education in a continuation of the Textbook Production Project. The Philippine Government has not the financial capability to do the job alone. We strongly urge that there be a meeting convened of those non-Philippine agencies who have assisted the Government in developmental book-related projects, and/or those who can be of help--to determine what can be done, and the mechanism through which aid can be speeded most effectively. The agencies would include pertinent public and private bodies.

* * * * *

While reviewing the history and progress of the Textbook Production Project, the Book Survey Team considered such related areas as the high cost of hard-bound books and expensive paper, the acute shortage of teachers' guides, the relevance of the TPP textbooks to Philippine educational requirements, and the various other areas which affect the future of the TPP and

public school textbooks. We discuss these below before taking up briefly the textbook situation in the private elementary and secondary schools.

Hard-Bound Public School Textbooks Versus Paperbacks

In the elementary schools alone, public school enrollment rose 1,000,000, or 25%, between 1960 and 1964; projections for these schools anticipate a further increase of 2,500,000 students, or 50%, by 1970. Public school enrollment is clearly skyrocketing.

To date, the entire output of the Textbook Production Project (with the exception of the vernacular books) has consisted of high quality, case-bound, cloth-covered books, using imported U.S. offset paper. The supply of book commodities is ending.

Both President Marcos and Secretary of Education Romulo have stated that one of their prime educational goals is 100% textbook coverage in the public schools. We recommended above that a meeting be convened among pertinent foreign agencies to assist in that effort. With limited financing a certainty for the immediate future, we recommend that the Government of the Philippines also begin an immediate investigation into ways to reduce the production cost of future textbooks.

One way to do this would be to reduce the four-color illustrations in many of the books to two colors or even to simple black and white.

However, the most important means of producing more books per peso of cost--perhaps 60%-70% more--would be the substitution of paperback binding for the current hard, cloth covers on the textbooks, and the possible use of cheaper paper for the text pages. One of the Department of Education's prime needs is for good, inexpensive textbooks. There is some indication that Philippine publishers were converting from expensive cloth-covered books to paperbacks at the time the TPP began. The subsequent infusion of free, high quality paper and paperboard halted the trend. But there is further indication that with the Project phasing out, paperbacks are again the subject of discussion within the industry.

This suggestion may encounter opposition from traditionalists, who have known only hard-covered textbooks ever since the days of U.S. publishing dominance over the country (indeed several observers noted that the TPP books reflect in physical format those that were used in the Philippine public schools before Independence). And paperbacks will not last as long.* On the other hand, investigation by Team members reveals that:

- (1) Philippine-produced, paperback school books using newsprint sell for 40% to 55% of their hard-covered counterparts using offset paper. This could mean 200 newsprint paperbacks for the cost of 100 offset paper cloth-bound books. A hard cover adds $1\frac{1}{2}$ to 2 pesos to the selling price of a textbook.
- (2) Paperbooks using offset paper might be expected to sell for 65% to 75% of the price of their cloth-bound textbook counterparts.
- (3) Filipino-produced paperback textbooks for private schools outsell their hard cover equivalents by 10 or 20 to one. Cost is a key consideration for the parents of private school students--just as it is to the Ministry of Education.
- (4) The use of paperback textbooks will speed the production process appreciably. Binding facilities in the Philippines are rudimentary; they are often hand operations, and bottlenecks to fast, efficient production.

* According to the Texas Education Agency study conducted in 1963, the ratio of life expectancy of books bound in paper or cloth is almost 7 to 1--with paperbacks lasting .81 of a year, and cloth-bound volumes lasting 5.6 years. Findings among Texas textbooks may not apply to an entirely different climatic and cultural environment such as in the Philippines; and paper, cloth and binding materials may not be comparable. In this context, it should be noted that the plasticized paperback textbooks being produced for USAID/Vietnam's large-scale elementary school project are expected to last for at least three years. Interestingly, many of those books have been produced in Manila at the USIA Regional Service Center.

The reliance on expensive, cloth-bound textbooks is rare in developing countries--where there is ever increasing pressure to produce increased numbers of books reasonably. In Korea, Vietnam, Thailand, Iran, Turkey, Laos--and in almost every other Asian country--paperback elementary and secondary books are the rule. In some instances "wood-free" offset paper is used; in others, newsprint--depending on local custom, paper costs, printing capabilities, and so forth. If Philippine policy is correct, everyone else is wrong, for the Philippines is unique in its usage of deluxe textbooks.

We recommend that a priority study be made of Philippine textbooks to determine whether the present policy of cloth-bound, hard-covered books should be replaced by paperbound textbooks with laminated covers (as in Vietnam). Basic production costs--present and future--must be taken into account in this analysis. The impact on the learning process for the Filipino student should be determined for both types of books. And the length of time that book content can be considered up-to-date presents another judgment factor; for example, in such areas as high school biology and chemistry, long textbook life expectancy may be undesirable, because of the significant new facts that are continually being discovered--and in areas such as mathematics, radical new instructional techniques are being devised. For these books possibly newsprint should be used; for others of longer desired life, offset paper might continue to be used.

In short, there are a variety of factors and approaches which should be reviewed, and reviewed rapidly, so that practices that conform more closely to the Philippines' current and projected needs can be quickly adopted.

Teachers' Guides for Public School Textbooks

Time did not permit an extensive review of the book content of those textbooks produced through the TPP. It was, however, gratifying to note in a number of these books many of the educational objectives found in modern textbook development. This is not surprising, since U.S. education has had a strong impact on Philippine education for over half a century.

The teaching tools most conspicuous by their absence were the teachers' guides or teachers' editions. These tools,

so universally accepted as an important part of educational publishing, are essential in the Philippines--where, according to Department of Education officials, there is a lack of qualified teachers, and instruction in the public schools is often uneven and poor because of the great variations of experience and training that teachers bring to the rapidly expanding school system. Appendix B discusses this subject, and also points out the deficiencies of many teachers in ability to speak and use English, the language of instruction above Grade II. Under such conditions, teachers require guides to help insure that textbooks are truly vehicles for uniform and effective instruction.

Traditionally, the vernacular readers published by the Bureau of Public Schools have had accompanying teachers' guides and these have been distributed to the teachers. The private publishers who develop the overwhelming proportion of TPP textbooks concurrently submit both student editions and teachers' guides to the National Textbook Board for approval. However, a narrow interpretation of TPP enabling legislation by the Board has, in the past, ruled out financial support for the teachers' guides because they are not "textbooks".

Although some private publishers produce on their own token numbers of the guides, few public school teachers have purchased them with their own meager funds. As a result, these badly needed teachers' aids are in general disuse.

In Korea, teachers' guides are produced at the same time the students' editions are and the cost of the guides is included in the production cost of the textbooks (adding about 1½%-2% to the total). When the students' editions are shipped to the schools, the teachers' guides are distributed free of charge to the schools at the rate of one per 50-60 students' editions purchased. Teachers' guides are used in Korea.

In planning for future textbook needs, provision should be made for equipping each Filipino teacher with a manual, guide, or--if the financing can be developed--a teachers' edition (which reproduces the textbook pages along with teaching suggestions). Such a step --inexpensive and easy as it is--can make a major difference in the effectiveness of the TPP textbooks.

Experimental Curriculum and Book Development

Changes are now taking place in Philippine educational thinking which suggest that some of the textbooks now being used in the public schools may date rapidly. And the several new curriculum projects indicate that new sorts of materials will be developed in time to supplement the textbooks, and in some instances to supplant them. The introduction of some of the new curricular approaches and materials may not be imminent, but they are attracting more and more interest in the Philippines. It is thus appropriate that they be reviewed briefly here.

The developments are the outgrowth of experimental projects begun in the early 1960's and continuing to date. They have involved joint efforts of various entities, notably the Science Teaching Center at the University of the Philippines, the National Science Development Board, the Materials Evaluation Section of the Bureau of Public Schools, and the Peace Corps. Financial support for some of the effort has come from the Ford Foundation and the Rockefeller Foundation.

At the Science Teaching Center, textbooks, teachers' guides and new teaching aids are being created--chiefly for physics and chemistry. Among non-book materials being produced experimentally are programmed instructional aids, source books, and laboratory manuals on biology. When first materials have been developed, a workshop (scheduled for summer, 1967) will be held to train teachers to use the new teaching aids and then take them out in the field for a two-year trial. In all, some 27 courses of elementary and secondary education are involved. Local publishing of the materials is planned, after approval by the National Textbook Board.

Joint conference workshop efforts of involved agencies have resulted in the preparation of experimental elementary and high school mathematics and science curriculum guides. These are fairly comprehensive mimeographed works that reflect more recent educational trends than those that appear in some of the public school textbooks (e.g., in mathematics). The curriculum guides are being tested in selected classes; they are expected to become the basis for new public school textbooks.

Among the school books that have already come out of the joint efforts are "Biology for Philippine High Schools", a three-part set consisting of textbook, teachers' guide and lab manual used in several private schools and ten pilot public

schools (the set is reportedly much more effective than the standard public school textbook); and the English for Grades III, IV, V, and VI series produced by the Rockefeller and Ford Foundation-supported Center for Language Study. The student editions of these works have been included in the Textbook Production Project.*

The experimental projects have resulted in creative innovations that hold great promise for the improvement and modernization of Philippine teaching methods and materials. Although several organizations have participated in each of the efforts, the composition of the groups often has been different, and communication between groups working in similar areas at times has been less than optimum. In addition, some areas that might profitably have been covered--such as social studies and health--appear to have been overlooked.

There should be some means of pulling these quasi-independent efforts together and coordinating more fully their actions. Certainly all non-Philippine agencies providing aid to the country should assist the Department of Education in this effort.

One of the ways in which to achieve greater integration and direction of efforts to produce low-cost experimental materials for limited educational markets might be the establishment of a semi-Governmental, non-profit agency to perform that function. The private publishing industry in the Philippines is embryonic (see Chapter 7) and cannot now be relied on to operate effectively in this key area--it possesses neither the professional expertise nor the economic incentive to serve the essentially economically unprofitable market for these materials. As the industry develops, however, we would expect it to become more active in this field.

We have in mind an entity similar in concept to the Instructional Materials Service in Vietnam, and the recent Educational Materials Development Center in

* The Center-produced English language textbooks caused much ill feeling and protest on the part of local private publishers, who complained about this non-competitive, "monopolistic" production of books for the TPP. The Language Center ceased activity in 1965.

Turkey, both of which have developed exciting and useful experimental materials--with extensive foreign technical assistance and financial support.

Books for the Vocational Schools

The vocational secondary schools must be considered not only within the context of their rather small present (fewer than 90,000 enrolled students in 1963-1964), but of their much enlarged future.* Our discussion of the Textbook Production Project, above, remarked on the project's concentration on academic subject matter to the exclusion of vocational textbooks, and suggested that priority steps be taken to provide the vocational schools with the textbooks they so obviously lack.

Admittedly, a solution of the vocational textbook problem is not easy to find. The shortage of competent teachers in that field and the parallel long-standing lack of use of instructional materials in the vocational classes indicate that teacher education as well as books are needed, if the quality of vocational instruction is to be improved significantly.

When teachers have textbooks, technical manuals, workbooks and worksheets that provide basic course information, practical exercises and self-teaching help, teachers can devote time previously spent in lecturing to demonstrations and to individual assistance to students. Moreover, with such material, the students have available reference sources to consult while developing their projects, freeing the teacher still further.

As a result, technical and vocational material increases the teachers' efficiency, permitting them to handle more successfully larger classes, and provides the students with handbooks for subsequent use while practicing their trades.

* See Appendix B for details of the powerful Governmental drive to develop the trade-technical, agricultural and fishery schools that the Philippines needs so badly in its drive toward economic and industrial development.

Although we were able to visit only a few trade and vocational schools, we noted the virtual absence of material vital to the development of the Philippines--industrial arts' titles in such subjects as woodworking, metal-working, general shop and mechanical drawing; specialized course books in auto mechanics, machine shop, electricity and electronics; pre-vocational and vocational books for girls in the various fields of home economics; and we understand that similar lacks exist in vocational agriculture subjects, and general business courses.

We did see some reference books on some of the above subjects in the generally inadequate libraries of the vocational schools, but these were usually tattered, out-of-date copies of expensive books imported from the U.S.

Because of the extensive use of English in the Philippines and because much of trade, vocational, agricultural and industrial technique and technology is international in nature, U.S. textbooks and instructional materials in these fields lend themselves easily to adaption and use.

Against the background of the strong educational thrust for the vocational secondary schools, we recommend a priority project to reprint these books inexpensively and to adapt where necessary. As a first step, the Bureau of Vocational Schools would inventory for suitability and use material presently in print or in preparation in the Philippines. Next, appropriate U.S. textbooks, workbooks and technical manuals would be identified and selected for reprinting and adaptation. This might involve a study mission to the U.S. by several officials of the Bureau. Aid in obtaining reprint rights would be received from U.S. Government sources, and the AID Global Royalty Program would be extended to include second use rights for the art work in the books being prepared.

If the Bureau of Vocational Education could not handle the task of producing the books (it now prepares bulky, mimeographed "Courses of Study" outlines for teachers in several of the vocational subjects, but does not publish student textbooks), it would need outside help, possibly from the Bureau of Printing. If one were established--an experimental materials development center, such as the one suggested above, might be of assistance; but that will take time.

Perhaps the fastest and most effective manner in which to determine the nature and scope of the need and to initiate steps to satisfy the need would be for an experienced U.S. technical and vocational educator-editor to proceed to the Philippines on a short-term assignment to survey the situation for the Bureau of Vocational Schools.

PRIVATE SCHOOL TEXTBOOKS

This chapter has thus far concentrated on public school textbooks. Textbooks for the private elementary and secondary schools represent a far less important market in the Philippines because of lower enrollment in the private schools and because some of its needs are met by book donations from foreign agencies.

Fewer than one-quarter million of the five million elementary school students--about 4% of the total--attend private institutions. It is only at the secondary level that the private schools become important, and there they predominate with 592,872 enrolled students--62% of the total.

Act 2957, as amended by Republic Act 139 of 1957, requires that books used in the private schools receive permissive approval by the National Textbook Board. Thus books are approved unless they disqualify because they (1) violate the honor and dignity of the Republic of the Philippines, (2) violate the law, (3) are pedagogically unsuitable, or (4) are against public policy.

In practice, this has resulted in near anarchy in the selection of books by private schools. Each selects its textbooks on a completely individual basis from whatever source it desires. We heard of no recent disqualifications of private school textbooks; reportedly "almost anything goes". Under the permissive adoption system, there is no price review of such books.

In the wealthier private schools, U.S. textbooks are often used. In most instances, they are sold as is but they are sometimes adapted, either because the illustrations are not applicable to the Philippines, or to meet more precisely the curriculum of the schools. Global figures are not available.

because of the fragmented method by which books for the private secondary schools are purchased, but it is thought that about 70% of these books originate in the U.S.

The private Catholic schools rely heavily on U.S. books written by Catholic authors. The private non-sectarian and Protestant schools make far greater use of locally produced books (overwhelmingly paperbacks). Unlike the public school textbooks, most private school textbooks--both imports and locally published--are written in series. Some of the rural private schools in the poorer areas use textbooks that are donated by The Asia Foundation.

There has been recurrent agitation on the part of private Philippine publishers for a prohibition of foreign book imports for the private schools. A recent such effort, which dealt with supplementary books rather than textbooks, was turned down. At the time of our visit, however, there was a bill before the Philippine Congress providing for uniform textbook usage in private as well as public schools. It is considered possible that, sometime in the future, the rule calling for local production of textbooks--which presently applies to those used in the public institutions--will be extended to the private schools. As it is, we understand that some of the private schools purchase reprintings of TPP textbooks that were originally produced for the public schools.

Local publishers and importers of books for the private schools have not always found that market either stable or profitable. Several note that there is a great deal of switching from one title to another as teachers transfer to new schools or are replaced.

CHAPTER 3

SUPPLEMENTARY BOOKS AND LIBRARIES

IN THE ELEMENTARY AND SECONDARY SCHOOLS

SUPPLEMENTARY BOOKS

Supplementary books for classroom use, reference books for students and teachers, and general reading books for school libraries are purchased by the Bureau of Public Schools from a "consumables" category which also provides for office supplies. This sum, allocated among the provinces and cities, is clearly inadequate for individual schools.

A second source for supplementary books was a 40% share of a two peso (52¢) or four peso (\$1.03) "matriculation fee" charged annually to students in Grades V and VI of elementary school, and in high school. However, the "fee" was recently all but eliminated.

With the acute continuing financial difficulties of the Department of Education, supplementary and school library books--which have traditionally held far lower priorities than school buildings and textbooks--have been seriously neglected. As a result, elementary and secondary school library holdings are overwhelmingly composed of donated, secondhand, U.S. school books, many of limited applicability and use.* While the State of California's English books and readers can often make satisfactory supplementary material, social studies books usually do not.

* The Asia Foundation has donated about 2,500,000 volumes to Philippine institutions, primarily U.S. elementary and secondary school books for the public and private schools. For the public schools, the books are used as supplementary readers and library books; for the private schools--especially for the Catholic schools in deprived areas--the books are often used as textbooks.

Data cited in our discussion of school libraries below reveal that many (perhaps most) of the public elementary and secondary school children in the Philippines attend schools which lack libraries. Without access to outside-the-classroom books--books to be read for pleasure or for information--Filipino children stand little chance of developing the reading habit or the spirit of inquiry that makes for an aware and constructively oriented citizenry.

The lack of libraries is paralleled by the almost complete absence of a Philippine juvenile book industry. (Approximately 80% of British juveniles and 90% of U.S. juveniles are sold to libraries.)

The individual public schools have complete latitude in the selection of supplementary and library book titles from the official approved list; no specific titles are recommended from among the approved books. The list is drawn up and periodically updated by the Materials Evaluation Section of the Bureau of Public Schools, which has the review and approval authority. The main problem, as we have suggested above, is that the minuscule school budgets for such materials confine purchases to a bare minimum.

Because the public schools have so little to spend on these books, publishers cannot depend on that market alone for profit. Thus, most of the titles that are submitted for approval have been printed for other use, with anticipation that some additional copies can be sold to the schools. Unlike the public school textbooks, certain supplementary and library books may be imports; included in the import category are reference books, general library books, and professional books. An analysis by the Book Survey Team of such approved supplementary and library books over an eight-month period in 1965 revealed that most of the approved titles were imports from the U.S. and Great Britain.*

* Import statistics (see Appendix A) show that such imports are overwhelmingly from the U.S.

**Table 2. APPROVED SUPPLEMENTARY AND LIBRARY BOOK TITLES
FOR THE PUBLIC SCHOOLS, BY COUNTRY OF ORIGIN
(March through October, 1965)**

<u>School Level</u>	<u>United States</u>	<u>Great Britain</u>	<u>Philip-pines</u>	<u>Other</u>	<u>Total</u>
Elementary	48	14	48	-	110
Secondary	68	56	15	10	149
University	32	41	5	4	82
Professional	<u>3</u>	<u>11</u>	<u>-</u>	<u>-</u>	<u>14</u>
Total	151	122	68	14	355

Source: Bureau of Public Schools

The lists themselves are mimeographed bulletins, which briefly review each newly approved title in three or four lines of copy that note the price, publisher, number of pages, type of binding and paper. Selections made by local authorities from such fragmentary data are often uninformed guesses.

To assist school authorities in their selection, the Bureau of Public Schools might group the approved titles in several sets and bring them out to the provinces in the form of traveling book exhibits. With so little money to spend, all care should be taken to insure that schools buy books that are truly useful.

PUBLIC SCHOOL LIBRARIES

Within the Bureau of Public Schools, library interests are the responsibility of the Special Subjects and Services Division. The Library Section of this division helps to maintain two libraries in the headquarters building (an office library for the staff, and a somewhat old curriculum materials library with a small audio-visual unit. The Director of this Division serves as an advisor (or supervisor) to libraries in the secondary schools. Elementary school libraries are the responsibility of a second supervisor working within the Division of Elementary Education.

As of 1964, there were 33,000 public elementary schools and 250 public academic secondary schools. Table 3, below, shows that total public school library holdings were 1,302,467 reference and supplementary books and 1,360,260 library books. This works out to a total of about one-half reference and library book per student. When compared with U.S. standards, which call for about ten books per pupil in school libraries, the shortage is evident.

Table 3. PUBLIC SCHOOL LIBRARY HOLDINGS, 1964-1965

	<u>Elementary</u>	<u>Secondary</u>	<u>Total</u>
Total Number of Volumes			
Reference & Supplementary	1,010,694	291,773	1,302,467
Library Books	1,032,711	327,549	1,360,260
Total	2,043,405	619,322	2,662,727
No. Books per Student			
Reference & Supplementary	.20	1.08	.25
Library Books	.21	1.21	.26
Total	.41	2.29	.51

Source: Bureau of Public Schools

Where public school libraries do exist, they also function as museums and study halls, and they are manned by teachers who have had little or no training, and even less time to devote to library service. Philippine school library standards specify one full-time librarian for each 700 pupils, and three library books per student, exclusive of supplementary readers. In view of the matriculation fee elimination and the slight library holdings shown in Table 3, the standards appear unrealistic.

Each elementary school is supposed to have a 2,000 book library to receive Government recognition and assistance. But the quality of materials gathered--most, as noted above, are donations--is somewhat less than adequate. Without books or trained librarians, the elementary school library situation is bleak indeed.

The library situation for academic high schools is somewhat better. They have 2.29 books per student (almost six times as many as elementary school students), but once again they are said typically to contain anything and everything that they have been able to acquire through donation and other means. In many cases, book content is either obsolete or inappropriate for students of school age, and total figures reported often include multiple copies of the same titles far in excess of needs.

At least a quarter of those designated as school librarians have not received training. And circulation of books is minimized in many schools through various means resorted to in order to prevent or reduce the loss of books. These practices grow out of the prevailing policy of holding librarians personally responsible for such losses. Faced with that prospect, it is understandable why the "closed shelf" system is characteristic of more than one-half the schools and why many collections are kept under lock and key.

The "caretaker" philosophy governing library operation in the schools must be changed if the libraries are to play their proper roles of "resource centers" for the educational program, and agents in helping students learn to use educational facilities and materials effectively--either in connection with classwork or for personal enjoyment.

The situation for vocational secondary schools is reportedly somewhat more promising. A 1960 ICA/NEC library survey noted that, "Libraries in the vocational schools were found to be adequate and superior to those of other secondary school libraries. Furthermore the general practice was to provide open shelves and...a reasonable loss was expected." However, the report went on to say that the vocational libraries "usually needed additional books in certain trades (and that) many libraries lacked books and periodicals of a recreational or general nature, which were valuable in creating alert minds and a habit of extensive reading." Because of their relation to evening opportunity school classes, some vocational school libraries keep open at night, during lunch periods, and sometimes on Saturdays.

The immediate future does not appear bright for Philippine public school libraries. While textbook funds are actively sought after and emphasized, there is no definite plan for the purchase of library materials. With library books

purchased at the discretion of local authorities, there is much difference in individual school interest and effort.

It seems unlikely that school library development can proceed at any rapid rate until basic textbook problems discussed in Chapter 2 have been resolved, and until school curricula and support have been stabilized at improved levels. Under the circumstances, continued reliance on donations--and, hopefully, upon increased amounts of external aid for purchase of new library materials--is mandatory.

Thus priority attention should be devoted to enhancing library collections of donated books. In this regard, limitations of funds and program objectives have kept the value of donated book programs for the Philippines far below potential. We recommend that TCR/CBA contract with The Asia Foundation, (a) to determine the requirements for such books in the libraries of Philippine public schools (and also its public libraries and barrio libraries), and when such needs have been identified and verified, (b) The Asia Foundation should then be responsible for locating and procuring the proper books in the U.S. and for shipping them to the Philippines.

To unify and render more effective the school library effort, we recommend the establishment within the various bureaus of the Department of Education (or perhaps as a staff agency serving the whole Department) of a Library Division which would be responsible for distribution of the full range of books and audio-visual materials* required to supplement and enrich collections, and which would be given sufficient authority to foster and enforce standards. An alternative to establishing a new division would be enlarging the responsibilities of the Division of Special Subjects and Services in regard to library problems and development.

* Appendix E briefly discusses audio-visual services in the Philippines and also the development of educational radio and television.

CHAPTER 4

BOOKS IN HIGHER EDUCATION

UNIVERSITY TEXTBOOKS

Nature of the Market

Textbooks for teacher training and the college market are largely, but not exclusively, supplied by U.S. publishers. But such books are expensive in terms of per-capita income, and in the mass universities--peopled by part-timers--few have money for textbooks; thus students use the university library, for which they pay a use fee of 5 pesos (\$1.31) or more. Even at the well-run, state-supported institutions such as the University of the Philippines, many students lack books--although the University strongly encourages their use. Only in a few of the wealthier (and usually Catholic) schools do all students have textbooks; in the case of Ateneo de Manila, the cost of textbooks is included in the tuition fee.

While some of the mass private universities follow the lycee-oriented lecture-notebook type of instruction, the more "serious" institutions are modeled on U.S. practice, in which books play an important role. Thus students at the University of the Philippines are supposed to use five or six textbooks per semester, and may average 20 books during their first two years. Since almost all books are imports--costing about 15-20 pesos (\$3.86-\$5.15) each, the complete set of textbooks (should they be bought) might equal the annual 150-160 peso tuition at the University.

In order to supply a needed book at lower cost, many U.S. publishers supply the so-called "Asian editions"--U.S. books printed and bound in Japan at lower costs (perhaps 40%-50% of the U.S. edition). College texts of this type in engineering and science are particularly important. In a limited way, some British publishers are entering this field.

In some cases, local publishers purchase reprint rights from U.S. publishers and bring out Philippine adaptations for the collegiate market. One active local publisher in this area normally prints 3,000 to 5,000 copies of such textbooks, although at times he has printed two or three times that number. Local efforts along these lines are increasing, but are still not considered major.

For highly specialized fields that cannot be served by foreign publishers, such as law course textbooks, local authorship and publishing satisfy all needs. The University of the Philippines Press (see discussion below) is beginning to publish selected co-authored basic textbooks. And in the private schools, teachers are writing some of the textbooks. For the most part, however, locally written college textbooks are single-author affairs, written hastily and/or in part-time bits and pieces, by busy teachers for their own courses and students. Such books are published in very limited runs; seldom considered authoritative, they seldom have inter-university acceptance.

Without doubt, the Philippines will in time develop authors and publishers to meet the broad area of book needs at the university level. But the market is still, in most cases, too small to attract them, and, in the meantime, most textbook material will have to be received from abroad.

In one area--that of medical textbooks for medical schools in Cebu--AID has developed a remarkably successful textbook rental-purchase project that has had significant impact in overcoming the book gap caused by the high cost of imports. The joint USAID/Philippines-Technical Book Activities/TCR pilot project has been operating at Cebu Institute of Technology and Southwestern University for two years; it provides basic collections of medical books which are then kept up-to-date on a revolving fund basis by charging nominal rental fees to students.

Under the project, ten preclinical textbooks are rented to the students, and ten clinical books are sold to them. The latter are purchased on a five-year installment plan. The fees that are charged provide a revenue just sufficient to cover obsolete or worn material, and enable the students to obtain the books for 20% less than they sell for in the U.S.; Asian editions are used, when available. The initial collections were provided by CBA/TCR; the revolving funds for replacement are controlled by the medical schools involved. Individual titles were selected by the schools.

As a result of the Cebu textbook rental-purchase project, student book use at the two institutions has jumped from 25% to almost 100%, and in the words of the Under Secretary of Education, "the skill of the graduate has improved tremendously; and scholastically, the medical schools involved have advanced far from their position before the project." The results of the pilot projects have been so impressive that the remaining five medical schools in the Philippines (all located in Manila) have formally requested to be included. USAID has given strong backing to the request.

It has been suggested that the project might be included under the War Reparation Fund for Education. During the survey, however, the Chairman of the Fund's Project Screening Committee informed the Book Team that those monies would not be available for extension of the medical textbook project.

Should other avenues remain closed, it would seem appropriate that a private foundation--perhaps the Rockefeller Foundation, which through the China Medical Board has provided books to Philippine medical schools--provide the needed funds.

Recommendations Re University Textbooks

1. The CBA/TCR-USAID medical textbook rental-purchase project has overcome the high cost, lack-of-textbook bottleneck that seriously hampered effective education at the Cebu medical schools; USAID and the Department of Education agree that equivalent results can be expected from an extension of the project to the Manila medical schools. We concur strongly in the recommendations that the project be so extended.
2. We also recommend that the textbook rental-purchase project concept be further expanded in the Philippines by applying it to other fields and disciplines, such as agriculture, public health and engineering. The immensity of the university level textbook gap, and the near-prohibitive cost of potentially available U.S. books, suggests that this proven concept be used as extensively and as quickly as possible.
3. Also important in this area is the provision of low cost editions of a core collection of U.S. high level books, which would include some university textbooks (see the following chapter for an extensive discussion of the idea). But the low cost edition project is in its conceptual stages, while the textbook rental-purchase plan, covered above, is ready to be implemented and enlarged without undue delay.

4. One of the foundations active in the Philippines should consider underwriting a subsidy program to support university professors and instructors while they take time off from school to write needed textbooks. The teachers, who author locally produced college textbooks, find their creative effort hampered badly by the fact that they must write in their spare-time and during weekends, because they cannot afford to take time off from their teaching duties. Universities generally report they have no funds to support non-practicing teachers, and the limited market for the books curtails publisher interest in sponsoring such effort.
5. American publishers should be encouraged to grant reprint rights more willingly to Philippine publishers. Adherence of the Philippine Government to the Universal Copyright Convention (see Appendix A) would assist in this effort.
6. The Philippines and Japan have mutual 10% tariffs on imported (mostly university) textbooks. This raises the cost to Philippine students of Asian editions by an equivalent percentage. The Government of the Philippines should try to work out some accommodation with Japan that will eliminate the 10% duty.

THE ROLE OF UNIVERSITIES IN PRINTING AND PUBLISHING

The Book Survey Team learned of the existence of four university press activities: (1) Ateneo de Manila, (2) Siliman at Dumaguete, (3) Santo Tomas (probably limited to a print shop), and (4) the University of the Philippines. We review here salient points concerning the last named, which is one of the newest and potentially most active unit.

Responsible Filipinos of higher learning have always felt a requirement to make available to the public the research findings of scholars, although publications were mainly in the form of learned journals and monographs. In 1959, there was created an Office of Publications at the University of the Philippines which was assigned responsibility for producing textbooks and syllabi for university graduates. In

1965, it became the nucleus of the University Press, which then was established as a unit to be patterned after the stronger scholarly publishing presses in the U.S., such as those at Stanford University, the University of Illinois, and Harvard University.

Press operations are still in the formative stage, and the imprint of the University of the Philippines press will appear on five titles in 1966-67. One of these textbooks, "Development Economics--An Introduction", is in pre-publication test circulation (1,000-2,000 copies) at the University. The writing of the book was, in effect, subsidized by the University which, in an unusual move for Philippine institutions of higher learning, permitted the 13 Filipino and U.S. co-authors to do some writing on university time--although most was done in teacher spare time. The book is a tailored-to-the-Philippines basic textbook, meant to replace Samuelson's "Economics". Ateneo de Manila is reportedly interested in using the new textbook.*

With a staff of 25 and a proposed 1966-1967 budget of 440,000 pesos (\$113,400), the Press will operate on a revolving fund basis with most income to be derived from printing jobs done for various campus departments. Presses were purchased with war reparations and Rockefeller Foundation monies, and a bindery is being set up. With continued strong backing by the President of the University, it may become an important force in university textbook publishing.

UNIVERSITY LIBRARIES

University libraries in the Philippines are numerous--perhaps too numerous--but they have woefully few books, and far too few professionally trained librarians. Budgets are low; there is a lack of standards; colleges operate more or less independently; there is a serious shortage of needed bibliographic tools and central services (e.g. processing); and there is need for more professional coordination of library development.

* The Samuelson work sells for about 16 pesos (\$4.12).

Of greatest and most immediate value to the libraries are grants of pertinent books, such as those given by the Ford Foundation to assist the University of the Philippines in strengthening its social science and agricultural selections.

We review a few of the larger and more advanced university libraries that were visited by the Survey Team:

Libraries in State-Supported Institutions

Of the 14 state-supported colleges and universities, the University of the Philippines, with 17,000 students, is by far the largest; it receives about two-thirds of total Government expenditures for all these institutions.

The Main Library of the University of the Philippines, on the Diliman campus, has put together in recent years a collection of some 341,000 books and 9,000 serial publications. The library budget of 830,000 pesos (\$214,000) for 1964-1965 derives from library fees charged students. Approximately three-fourths of the University's library books originated in the U.S., and 80% of all book orders are placed with foreign jobbers. Some British editions are received from Japan, a few social science materials come from India, and some local material is purchased.

The library program of the University of the Philippines is centralized. It involves 31 library units spread among several locations. In addition to the regular library budget, various departmental libraries may have special funds available for the purchase of books--for example, law and business. The paramount need is collection-strengthening in an extreme sense, with special attention being given to the humanities and social sciences. A five-year grant from the Ford Foundation will help to meet the latter requirements. Of special importance is the need to complete back-runs of journals in all field.

The College of Agriculture of the University of the Philippines, located near Los Banos, has a basic collection of 35,000 monographs and bound serials, supplemented by micro-film and some 100 motion pictures. Its library serves 1,500 students and 400-odd faculty members. In 1965-1966, the library's acquisition program was based on a \$175,000 Ford Foundation grant (for purchase of missing serials), and a

University of the Philippines fund of 86,190 pesos (for current subscriptions, local purchases, and new book orders). Grant purchases in the U.S. are handled through Cornell University. The largest percentage of the funds goes for acquisition of backruns of journals. The much-handicapped library is now moving rapidly forward, thanks to major external aid and clear plans for development.

Almost uniquely, the College of Agriculture Library operates on a semi-open shelf basis, and permits book loans for from one to two weeks. Books placed in "reserve" may be borrowed for overnight use.

The University of Mindanao, regarded as one of the most promising of state-supported institutions, enrolls about 1,300 students; the main college is just now under construction, as is its library. To date, library collections have developed largely with donations received from CARE, The Asia Foundation, agricultural groups, UNICEF and others. Library volumes number about 10,000.

Private University Libraries

86% of university enrollment in the Philippines is at private institutions, and much private education is Catholic. Standards for the eight Catholic schools are set by the Catholic Education Association of the Philippines, and the Catholic university libraries are reported to number among the best.

One of the most handsome libraries in the Philippines will be that of the Ateneo de Manila, now under construction. The current library serving the seminary of this Jesuit school is handsome, modern, well stocked, staffed and managed; the new main library will have similar attributes.

The libraries of San Carlos University in Cebu, a school established by the SVD group of Fathers, have about 85,000 volumes in their collegiate collections. Major library units of the University include the main library, undergraduate library, natural science library, law and commerce, engineering, home economics, and a reference collection for use of the Fathers. The annual library budget is some 90,000 pesos (\$25,500) for books, binding and periodicals; student enrollment is about 6,500. The relatively high level of support of the San Carlos libraries is in part based on library

fees, which vary from 10 to 25 pesos per term; the high quality of the libraries may be due to the fact that the university offers a program in Library Science.

The College of Medicine Library of the Cebu Institute of Technology serves both the nursing and medical education programs. It has 7,000 volumes and 50 journals, most covering some specialty in the field. Its book budget averages about 10,000 to 12,000 pesos (\$2,600 to \$3,100); some non-medical books have been provided by USIS. The library is classified according to the Dewey decimal system and service is modestly satisfactory.

* * * * *

In view of the wide variation both qualitatively and quantitatively among book holdings, we recommend that strong accreditation programs be established, which will lead to enforcement of professional standards for college and university development. Such programs could follow the models already developed within the Catholic educational system and could rely for standards upon these recommended for creation under new legislation, and as might be enforced by the Board of Examiners suggested in Chapter 6. A new accreditation program probably could not be administered effectively by either of the existing library associations.

CHAPTER 5

NON-SCHOOL INSTRUCTIONAL AND REFERENCE MATERIALS

Chapters 2, 3 and 4 covered books in the formal educational system. This chapter discusses instructional and reference materials in other developmental markets: (a) books for neo-literates, (b) professional and reference books used in the learning enrichment process, (c) technical and professional journals, and (d) books for juveniles--so important in the creation of the reading habit.

BOOKS FOR NEO-LITERATES

The dimension of the neo-literate problem in the Philippines is dramatized by the fact that, at most, only 29% of the high school age population is enrolled in an educational institution.

The problem is compounded because no Governmental agency now concentrates on the neo-literate Filipino youth. The Adult Education Division of the Bureau of Public Schools channels most of its efforts on adult literacy courses aimed at functional literacy*; its program for the jobless youth of high school age revolves around "Folk School" courses that use the regular school buildings and are limited to the summer months. The Adult Education Division also offers nighttime vocational training "Opportunity Classes" in some of the urban areas; these provide a minimum of vocational training for the boys and home economics for the girls. In addition, the Philippine Rural Reconstruction Movement is active in the field.

* In 1960, 28% of Filipinos ten years of age and older were classified as functional illiterates.

Dropouts and neo-literates represent difficult problems for society. Those who attend the Folk School courses and Opportunity classes can best be motivated to continue attendance when textbooks have been created to meet their unique problems. But neither the Adult Education Division nor the Rural Reconstruction Movement classes make much use of books. There appears little interest in reading on the part of the dropouts, and little sign of trying to spark that interest on the part of their teachers.

If the situation is bleak for those who attend special classes, it is worse for the overwhelming mass of high school age dropouts who are untouched by such efforts. They are in serious danger of losing their ability to read, for there is no effective vehicle to bring books and reading appreciation to this group.

To reach the dropouts, Pilipino (and to a lesser extent the vernacular languages) must be used, for their English--after four years or so of instruction in that language--is minimal. They can be reached by the mass media of Pilipino --radio primarily (almost every Filipino town and village has a radio station)--and also the motion pictures, and to a small degree television.

The Philippines has in this group millions of citizens with no better than fourth, fifth and sixth year reading skills, who are capable of reading books that are mature in content, but easy to read, and that depict real situations with which they can identify.

Motivating the neo-literates to read is the major difficulty. Even motivating those who attend special courses to study is a problem, for they must be shown that once they return to school they will be trained for jobs that will be available (and most of the dropouts live in the rural areas where industrial jobs are simply not available).

Easy-to-read material of this nature was hard to find during our survey; indeed, it seems to be nonexistent. At any rate, there is no well-organized program for the creation and distribution of such material.

The question of books for the neo-literate is of great interest to UNESCO. Thus, it might be highly appropriate for the Government of the Philippines to request UNESCO's assistance in this area, under the provisions of that organization's new Asian reading materials program.

Although much in the way of pertinent easy-to-read material is known to Philippine educational authorities, it is almost entirely in English. For this reason, it seems desirable that such material be adapted (when necessary) and translated into Pilipino. The neo-literate problem exists, of course, in the U.S., where it has been recently the subject of much study by the Office of Education and the Office of Economic Opportunity. Many significant breakthroughs have taken place in the U.S. because of these efforts.

We suggest as an alternative, if UNESCO assistance is unavailable, that one or several U.S. specialists in this dramatic new field be brought to the Philippines to study the problem firsthand, and to develop the outlines of a project to cope with it. The project might include a subsequent study of such material in the U.S. by a team of Filipino educators, and then financial assistance (and perhaps technical assistance) in the Philippines to have the adaptations produced. The project might be financed by one of the foundations or through bilateral assistance.

BOOKS IN LEARNING ENRICHMENT

There is an almost absolute lack of technical and professional, and business and commercial books produced for the Philippine market. In most instances at the lower and more popular levels, the lack of locally produced books results from the small size of the potential market and/or the easy availability of many, relatively inexpensive books imported from the U.S.

However, when it comes to high level books in science and technology, in medicine, and in other complex professional areas (we refer here to nontextbooks), there is almost a chasm between need and supply. Most of these books are also of U.S. origin, but their cost is far beyond the purchasing power of most end-users--especially after the mark-up, which must be added by the local booksellers to cover transportation from the U.S. tariff, sales tax, dock clearance charges and profit (see Appendix A for details on these cost elements).

A U.S. high level book of this type with a list price of \$10.00 generally retails in the Philippines for 46 to 54 pesos (\$11.86 to \$13.92),

depending on the discount off list price obtained from the U.S. publisher. This represents about 10% of the per capita annual income of the average Filipino!

There is, as we have noted in various parts of this report, great need in the Philippines for inexpensive editions of key U.S. high-level books in science and technology, education, agriculture, economics, and in other development-related areas. Imported books of this type are often unavailable in Asian editions, for their current market is limited, due both to the specialized nature of the works and their high imported prices.

If such key books could become available in low-cost editions, they would be of significant assistance to many Filipino scientists and professionals, as well as to their counterparts throughout East Asia.

We recommend that AID/Washington's Far East Regional Development Division sponsor such a project, to produce and publish commercially a core collection of low-cost English language editions of high-level technical books (and some textbooks). The books might be printed centrally somewhere in Asia, and multi-country marketed in quantities, and with a subsidy that would permit their availability for local currency purchase at a price equivalent to \$1.00 or \$1.50. Recognized, authoritative works would be selected for the project; fields to be covered might include:

Basic and applied science	Engineering
Agriculture and natural resources management	Physics
Economic development	Chemistry
Business management	Public health
Public administration	Education
	Mathematics

The project will not, by itself, solve the high-level imported book problem for the Philippines, but will alleviate it in important core areas. Such a project, sponsored by the Far East Regional Development Division, should receive strong support from USAID/Philippines.

TECHNICAL AND PROFESSIONAL JOURNALS

There is a shortage of foreign periodicals and journals in the Philippines that is serious. The private foundations and a variety of foreign entities have been of help in the past, and the major libraries and research centers subscribe to foreign journals. But the flow is little more than a trickle.

We noted a widespread complaint on the part of intellectual, professional and business leaders of the Philippines that they are effectively barred from much of the modern world of technology and scholarship because of their lack of access--particularly on an individual basis--to U.S. journals and periodicals. Equally vocal are returned participants, who fear that they are losing touch with new developments. In both cases, the high cost was given as the reason for nonavailability.

On an institutional level, several educators and university libraries deplored the recent demise of the AID/W U.S. Book Exchange Program which, through the provision of Institutional Library Memberships, enabled organizations to acquire significant numbers of back-issue periodicals (and books that are not commercially available).

This is an individual and institutional problem that is prevalent in each of the three countries we surveyed; it is undoubtedly critical in others of East Asia. We recommend that the Far East Regional Development Division and TCR/CBA investigate the possibilities of large-scale assistance in this area--on a continuing basis, if possible--and that TCR/CBA determine the feasibility of reinstating a program for support of periodicals along the lines of the U.S. Book Exchange Project.

BOOKS FOR JUVENILES

Another area of critical need--and perhaps most difficult of all to solve because the solution lies almost entirely within the area of local effort--is in the field of indigenous juvenile literature. Although the need has been recognized and a small start has been made by Pamana, the effort has had an imperceptible effect to date.

To all intents, there is no children's literature native to the Philippines--only Mother Goose and the standard European and U.S. fairy tales. (An authority in the field states that comic books are not the main problem--that most of those are read by adults.)

The only active organization in the field is Pamana, a non-profit organization composed of civic-minded businessmen and educators, which attempts to publish "good" reading material for Filipino children and to inculcate in them the reading habit. Since 1964, it has published five titles for the seven to twelve year old age group, which sell for 1 to $1\frac{1}{2}$ pesos (26¢-39¢) in paperback (on offset paper), and three pesos (77¢) in hard cover. 80% of the initial run of a book is paperback; many of the hard-covered versions are distributed free-of-charge to welfare institutions.

The Pamana titles are usually picture story books, although one of the two books in production is a collection of short stories. The average book has from 36 to 60 pages. All are original manuscripts. The organization hopes to operate through a revolving fund, but sales to date have been bad--at least half of the books remaining unsold. Originally Pamana employed a commercial distributor, but he did not sell many books (he complained that there were too few titles in the line, and the price was too high); now it sells its own.

Other publishers avoid this type of book; they claim there is no market for it. At any rate, it represents a definite problem area--one for which practical resolution may be some time off.

CHAPTER 6

NON-SCHOOL LIBRARIES AND LIBRARY DEVELOPMENT

LIBRARY AUTHORITIES AND LEGISLATION

The two main sources of Philippine authority for library development and operations are the National Library and the Department of Education.

The National Library manages both a national and public library service, and functions as a copyright office. The regulations which govern it state that, in addition to control over divisions housed within the National Library building and the public libraries, it also has jurisdiction over other Government agency libraries. However, the other agency libraries still operate autonomously with resulting duplication, wasted effort, and failure to develop needed bibliographic controls.

A primary need, following an appropriate national survey and planning effort, would seem to be a program of unifying legislation. At present, the basis of library authority is obscure, legislation is inadequate, and new codes are required. There seems no clear basis of support for national, provincial or local libraries. No law requires municipal and provincial libraries to provide funds for books. There is no national plan for libraries and no new laws have been drafted for their support. The legal depository laws are not enforced.

In addition, there is general confusion regarding the responsibilities of various Governmental agencies, and there is a serious lack of coordination of library programs and service. Finally, National Library responsibilities for development of improved bibliographic services and provision of national and regional resources have been overlooked.

Chapter 3 noted that responsibility for the development of school libraries has been assigned within the Department of Education to the several bureaus concerned with private, public and vocational schools. There does not seem to be either a clear definition or assignment of authority for development of school libraries beyond provision of advice and occasional conduct of inspections. Recent statistics indicate that about 60% of elementary schools have "libraries"; reliable figures on high schools are not available.

PUBLIC LIBRARIES

The Library Extension Division of the National Library is committed by law to the development of public library service in the Philippines. Its objectives in this regard are (a) the organization, supervision and maintenance of public libraries under its care; (b) the establishment of public libraries in cities, provinces, municipalities and barrios throughout the country; and (c) the administering of in-service training programs to effect greater efficiency.

It performs two basic kinds of functions in fostering development of public library service--supervisory and service. Supervisory functions include the chartering, registering and approving of library service for various sizes and types of units, periodic visitation and inspections, etc. Service functions involve the giving of advice, compilation of needed statistics, and the provision of necessary forms and supplies.

Table 4 shows that the public library situation in the Philippines is far from healthy. 25 of 56 provincial capitals remain without services, only 16 of 44 cities have public libraries, over 1,000 of the 1,360 municipalities lack libraries, and the barrio libraries are so few as to be practically nonexistent. (The deposit stations noted are small repositories of books--sometimes in a school or college; at other times in the corner of a municipal building.)

The 372 public library units employed a total of 623 librarians and library assistants to serve 379,686 card holders from a total reservoir of 777,654 books.

Table 4. PUBLIC LIBRARIES IN THE PHILIPPINES, APRIL 1966

Type of Public Library	Number of Units	Number of Political Public Libraries	Total Number of Books	# Books In Avg. Library
Provincial Libraries	56	31	255,993	8,258
City Libraries	44	16	123,898	7,744
Municipal Libraries	1,360	288	366,965	1,274
Barrio Libraries	20,000(?)	11	3,817	347
Deposit Stations	--	26	<u>26,981</u>	1,039
		<u>372</u>	<u>777,654</u>	

Source: Extension Division, the National Library

The 1964-1965 Annual Report of the Extension Division listed these among its chief problems:

1. Lack of funds for the Division to purchase more books to answer the demand of branch librarians for more reading materials, particularly reference works, fiction, children's books and books in the various dialects.
2. Lack of funds in many municipalities and some cities and provinces for purchase of books, subscriptions to magazines and newspapers, etc.
3. Lack of academically trained librarians.
4. Indifference of local officials to the library and its problems.
5. Job insecurity of many librarians and library employees.
6. Absence of provincial libraries in some provinces where provincial librarians are needed to control and supervise municipal libraries.
7. Lack of appreciation and understanding of the citizens themselves of the importance of the library in their communities.

A recent special report submitted to the American Library Association by James C. Marvin, consultant assigned to the Institute of Library Science at the University of the Philippines in 1964-1965, contains a paragraph that presents a vivid picture of public library planning difficulties:

"The geographic problems in maintaining continuity standards in communication alone among these hundreds of libraries scattered over the thousands of islands of the Philippine archipelago are staggering. There are no telephone connections, usually no airplane service, and the physical rigors which heroic field supervisors and provincial librarians undergo in making routine field visits are often superhuman. As an example, Mr. Salvanera of the Quezon provincial library has to travel through three other provinces in order to reach the municipality in question. And here, you know, buses cross rivers with no bridges, there are numerous mechanical failures and still, undoubtedly, the best camaraderie and esprit de corps I have ever witnessed..."

Five public libraries were visited by the Book Survey Team. We discuss three of the units to convey a brief glimpse into the situation that prevails:

The Manila City Library includes 18 units--the Main Library located in City Hall, 14 branches, 1 children's library, and 3 reading centers. Between 85% and 90% of its 76,000 volumes are of U.S. origin; only 5% are Philippine-produced. Total library staff includes 60 professionals. Collections are classified according to Dewey, and in the branches are arranged on convenient open shelves. Textbooks are placed in branches upon request.

Since the National Library does not serve Manila and specifically excludes high school students, the Manila City Library provides chief service to them. Statistics document the service rendered students. Of 809,994 using Manila City Library reading rooms during 1964, 342,469 were high school students, 152,771 were enrolled at the various colleges, and 126,464 were elementary school pupils.

Vexing problems include the lack of interlibrary loan arrangements, the inadequate number of cooperative ventures which would enable the Manila Library to make use of the holdings of other libraries in the city, and the high cost of clearing imported books through customs (the library pays storage fees, while red tape is unsnarled).

The estimated 1966 budget for the Manila City Library is 656,000 pesos (\$169,000), of which 81% has been allotted for personal services. Beginning salaries for professional librarians start at about 250 pesos (\$65). Aside from a severe shortage of funds (the library was able to purchase only 1,200 new books in 1965) and a need for more adequate buildings, the system appears to represent the nucleus of what can become a sound and basic library program.

The Marikana Municipal Library is situated in a new, attractive building that opened in 1962. With about 600 square feet of space, it has 4,000 books and subscribes to 20 periodicals. The library has 1,237 registered borrowers, circulates about 400 books per month, and gives about 50% of its service to school children of the municipality. The library's annual budget is 15,300 pesos, of which 1,500 pesos (\$387) is available for acquisition of new books and periodicals; 50 new volumes were purchased in 1965-1966. Some books for children are received as donations. The librarian's salary is paid from local sources.

Three barrio libraries are related to the Marikana Library. The one visited is located in a small room adjacent to an elementary school; it contained a few hundred volumes consisting mainly of materials selected for children and young people.

The Cebu City Library does not belong to the National Library plan because of the desire of local authorities to have the right to appoint librarians. As a result, the library is in poor shape in terms of collections and objectives, and not much can be done until new initiative and funds become available. Located on the third floor of the City Building, the library holds some 5,400 books, of which perhaps 25% are in the vernacular; it occasionally receives book donations. The library staff includes two professionals. Library service is free, but to be a card holder in the Cebu Library one must have a guarantor who will pay fines or reimburse book losses.

Plan for a National Demonstration Library System

It is obvious from the above discussion and from the coverage of school and university libraries in Chapters 3 and 4 that a very large percentage of Philippine libraries operate with substandard collections, staffs and services. There is little or no sense of unity, only very limited exchange among a few and little sense of professionalism in most.

One possible answer might be the establishment of a series of pilot projects which could merge eventually with more general efforts aimed at setting up a nationally-conceived demonstration library system. The idea would be to organize a series of regional library programs around which smaller library units might cluster, and to which they could look for leadership. Potential participants could be library units already working in Tarlac Province, in Davao, at Iloilo, and at several universities including the University of the Philippines, Siliman, and San Carlos.

Among special responsibilities to be assigned key libraries for purposes of demonstration would be a model reference service; in-service training efforts; interlibrary loan; readers' advisory services; development of special subject collections; processing, mending and binding; special bibliographic efforts; model purchasing programs; and development of audio-visual service programs.

Implied as a prerequisite for successful development of the plan is a new concept--that of developing library programs which are not limited to serving particular library clientele. Publicly-supported agencies, including the state-assisted colleges and universities, public schools and public libraries which subscribe to the National Library plan, should have no difficulty in honoring the principle posed. Private agencies might join the program under contractual arrangements, or simply because of specific benefits they might reasonably expect to gain.

While levels of past training, current resources and future needs would differ markedly among participating libraries, it appears that the national plan for public libraries cannot really hope to succeed, given present financial difficulties, unless it is broadened to include the active participation of schools and universities. So broadened, regional centers

might be located wherever library strength is found--regardless of type of library--and common programs of training, acquisition, coordinated processing and purchasing might be developed.

The economics of library program planning are such that chief distinctions must be drawn more on size and specific nature of collections than by type of library. We have noted that the public libraries already devote about half of their effort serving students. Vocational high school facilities (including library resources) are provided in some areas to serve local communities. College and universities contain the chief library resources available--and must be opened to all who need access to these resources for economic, social and political development of the nation. Thus the need to draw libraries together in regional groups, regardless of type, when developing the pilot projects.

NATIONAL LIBRARIES

The National Library has three service components: (a) the Library Extension Service, which develops public library activities, (b) the National Library Services, which fulfills the more typical requirements for the collection and preservation of national historical materials, national archival materials, public documents and international exchange, and (c) the General Administrative Service, which assists the director in his administrative duties.

While, technically speaking, the National Library is responsible for administration of all libraries supported by the Philippine government, the responsibility has long since been ignored. Most libraries go their own way in a competitive, overlapping and uncoordinated manner. In a statement prepared to introduce the Seminar on Policies and Functions of the National Library, Severino Velasco, a former director of that institution, discussed what might have been:

"Had the concept of a National Library embracing all the Government agency libraries been observed, the Supreme Court Library would have been entrusted with the responsibility of comprehensive acquisition of legal literature; the National Institute of Science and Technology, literatures on science and technology;

the Department of Foreign Affairs, literatures on political science and foreign relations; the Department of Agriculture library, literatures on agriculture.

"It would have resulted in the establishment of a National Library whose structural organization can be the envy of the world (for) under it, it would have been possible to systematize our acquisition of materials with our limited funds...unnecessary duplication would have been avoided, and more titles would have been bought or acquired. (And) the problem of a union catalog provided by law would not have been the serious problem that it has been throughout all these years."

Mr. Velasco pointed out that the legal deposit law, which requires every printer in the country to provide the National Library with at least two copies of each book, is not enforced.

He also noted that the Library's bibliographic services are sadly lacking, and that:

"It is important that a bibliographical center charged with the task of coordinating and stimulating all bibliographical activities be in the National Library because, with the definition of bibliography as an 'approach to knowledge', the National Library as the primary research center of the nation has the greatest need for bibliographies and bibliographic control, and is the best situated to exercise coordinating activities.

It is unfortunate that even now there are many among us who question the propriety of our Bibliography Division getting interested in the bibliographic and indexing activities of other divisions. How can it assert its influence over other libraries when we ourselves deny the validity of its inherent functions?"

Little more need be said. At the time of our visit to the Philippines, the budget of the National Library had been decreased to the lowest in four years (832,000 pesos) because of the Government's difficult financial situation and the general lack of appreciation for libraries found among Government officials and others. 18% of the positions in the library remained unfilled, primarily because of insufficient

funds; there was a serious deficiency of equipment, supplies and other facilities; and salaries in the Library were very low--far below, for example, what the generally underpaid teachers receive. The National Library is in major need of a fiscal transfusion, as well as surgery; and perhaps the Extension Division should be separated from the present parent agency. Again, National planning is in order.

SPECIAL LIBRARIES

There are reported to be about 80 special libraries worthy of note in the Philippines. Suffered by all are common problems of inadequate or inappropriate space, staffing difficulties, budget restrictions, increasing costs of importing materials, and a lack of coordination. The total holdings of special libraries may number less than 200,000 volumes. Most such libraries are state-supported institutions, and are operated under current Civil Service regulations; as a consequence, difficulty is experienced in obtaining the quality of staff personnel required. Supervisors of special libraries are personally responsible and accountable for the books and other library materials under their charge.

The Library of the National Institute of Science and Technology (NIST) is reported to be the largest special library. Its collections include 20,000 volumes and 3,000 serial titles. Like other state-supported agencies, NIST makes its library materials available to the public and provides service to private organizations.

The Documentation Division of NIST handles correspondence, telephone inquiries and oral requests for information and data, and provides interlibrary loans. While the collections of the NIST Library are supposed to cover all fields of science except atomic energy, clearly a collection of only 20,000 volumes cannot do this. The agency lacks funds, and the division has been unable to acquire a single book of its choice in the last five years. A large percentage of the materials is thus obviously out-of-date. It receives book donations from various sources.

The NIST Library provides bibliographic services free of charge, and publishes technical information sheets that cover practical and applied scientific information; these are sent

out on a more or less regular basis. Most of the users of the library are students or technical professional personnel who work in Manila. Stacks are already crowded badly, and should funds ever be provided for the purchase of new books, more space will be needed.

Probably the best managed special library, and certainly one of the most attractive, is that of the International Rice Research Institute (IRRI) located at Los Banos. The Institute was established with Ford and Rockefeller Foundation funds and is "plush" in every sense of the word. Its library and documentation center is well-organized, competently managed, and appears to obtain required materials without any difficulty.

The IRRI Library probably has close to 15,000 books, pamphlets, and periodical titles. It has about 3,000 monographs and a comprehensive bibliography on rice research. It is equipped with micro-reproduction units and will reproduce anything needed for instruction or research to make reference materials more available. It serves rice research workers anywhere in the world. It still has sufficient space for ten years' growth. It is really not a component part of the country in which it is located--its resources are too exceptional for it to be considered a model or demonstration agency. Others simply cannot approach its financial resources.

Probably more typical of special libraries is the one maintained to serve the Philippine Atomic Energy Commission. It has some 2,500 volumes and receives approximately 140 serials. 75% of its books are obtained from the U.S., the remainder from the United Kingdom. It has a library and documentation staff of seven professionals; last year 19,000 pesos were spent for books, and 12,000 pesos for subscriptions. The books included some 500 covering matters of interest to Commission personnel and some textbooks for training courses.

The Commission's library operates under deplorable conditions. It is housed for the most part on an old balcony, and is badly organized. Key problems seem to relate more to lack of facilities and need for more trained personnel than to budget limitations.

* * * * *

There is active discussion concerning (a) the establishment of a national science catalog and referral service in the Philippines that would be comparable to the Referral Center in the Library of Congress in Washington, D. C.; and (b) the need for a comprehensive national survey of holdings of university and other libraries to determine the range of resources available in the country. These two steps, it is felt, will help keep Filipino scientists, technologists and scholars informed of new scientific discoveries--so that scientific research and industrial advancement within the country can be accelerated. We feel both deserve immediate attention.

Also of importance is the need for more work in the areas of national bibliographic service and toward development of a union list of serials covering science and technology. New techniques which could analyze modern computer technology for the purpose would have an advantage, and the scientific and technical agencies concerned might be willing to subsidize a cooperative effort of the kind which seems required, but which is clearly outside the financial ability of any one agency to support.

PROFESSIONAL DEVELOPMENT AND SUPPORT

Professional Associations

Several associations have been developed by and for librarians in the Philippines. The largest is the Philippine Library Association (PLA), which is associated with the International Federation of Library Associations. PLA's membership is mainly composed of public librarians. Special librarians may or may not also belong to PLA, but tend to identify most closely with the Association of Special Libraries of the Philippines (ASLP). A new association in the science field has just been formed. There are no associations of university or of school librarians; however, in these areas there are reportedly a number of regional or provincial associations.

The Association of Special Libraries of the Philippines has some 150 members representing 80 separate libraries. ASLP

issues a quarterly bulletin, holds two seminars annually covering library development topics, works for improvement of in-service training programs, issues a directory of special libraries and special library facilities, and acts to a limited degree as the voice of special libraries for the country as a whole. Membership is confined to librarians working in special fields and/or for special agencies.

A more generally oriented and larger group, although not necessarily more effective, is the Philippine Library Association, which issues a bulletin, works in a variety of general library areas, holds a biennial national conference (attended mainly by public librarians), and campaigns for improved service in various fields. Practically dormant until 1965, the PLA may represent a professional group which can help spearhead passage of needed library legislation, and strengthen national library programs.

A first meeting of the new Philippine Association for the Advancement of Science Information Communication was held on May 11, 1966 during our survey. Hopefully, it will meet a need not being filled at the present time.

Library Education

Although 17 schools were offering majors in Library Science in 1960, only about half turned out graduates between 1960 and 1965. Best known of the schools, aside from the one at the University of the Philippines, are those at Far Eastern University, the University of the East, and Santo Tomas. To date, only the University of the Philippines and Santo Tomas have been licensed for graduate library work. There have been three such master's degrees granted by Santo Tomas. Although there are 20 part-time students registered in various graduate courses at the University of the Philippines, its first M.A. was to have been granted this past summer.

Philippine education in Library Science began as courses in the colleges of liberal arts as early as 1914, and the first Civil Service examinations were given by the Government at that time. The first four-year curriculum was instituted in the University of the Philippines in 1916, and the Institute of Library Science was created there in 1922. Between 1960 and 1965, about 285 students were graduated with a B.S. in education from all Philippine schools, and there are today reported to be some 500 qualified school librarians, 200 of which have completed minors in the field.

The lot of the librarian is a frustrating one, according to the following quote from a recent review of the situation by the chief librarian and assistant professor of Library Science at the University of Santo Tomas:

"Library Science courses are gaining a stronghold in the curriculum of the private colleges and universities in the Philippines. However, there is no stability in the future of librarianship. It is a sad fact that we here in the Philippines do not at all, except for a few, value such an important phase in our lives...Although I hate to admit it, we cannot deny the fact that we librarians are looked upon as mere clerks, sitting behind our desks, doing nothing for the duration of office hours except wait for people to come and "demand" that we cater to their wishes. It is also downright disappointing that we are thought of as mere custodians of books, wiping them in the morning, putting them up straight on the shelves, and checking them again before closing time."

A major problem faced by the Institute of Library Science is recruitment of students, because of the low status and salaries of librarians.

Based on conversations with many in the Philippine library profession, we have the impression that library science programs generally feature rather "technical" training. Little or no familiarity with A-V resources is provided. And it is clear that all training agency programs put together cannot hope to meet the country's requirement for librarians during the next several years.

Needed to strengthen the programs of library education in the Philippines are more short courses and institutes, especially for those planning to work or who are now working in the schools, and participation in activities which may serve to demonstrate library requirements in the Philippines. Through its training and research programs, the Institute of Library Science is attempting to stimulate interest in regional and "county" library systems, and would welcome the establishment of a demonstration library program having some longevity.

LIBRARY RECOMMENDATIONS

In view of the conditions and circumstances described in this chapter and in the Chapters 3 and 4 sections dealing with libraries, recommendations are in order. We list below a series of three general recommendations, followed by a dozen specific recommendations.

The initial three general recommendations are:

(1) Development of a strong National Library Program, in all likelihood as the product of joint efforts by the two library associations, with the assistance of the National Library and the Bureaus of Public Schools and Private Schools. Endorsement by the universities also will be required. A concomitant major legislative push would be initiated to raise salaries, augment funds for school libraries, and make available deposit collections.

(2) Should national planning efforts so indicate, there should be established a demonstration library system working with schools, public libraries, universities and special agencies. Model collections should be established in various fields of special and regional interest. Centers of traveling collections to show the new and approved books should be set up to aid teachers and others to become more familiar with resources that are available.

(3) A stronger division for college and universities representation should be set up within the Philippine Library Association. Special institutes and seminars should be planned for such librarians; a publication should be designed for them; and bibliographic efforts should be planned cooperatively with them.

The following are our chief specific recommendations:

(1) Eliminate the problem of accountability. The custodial function predominates in Philippine libraries: this is in part due to the fact that librarians are accountable for damage or loss of books and, theoretically, are supposed to reimburse the Government for such losses. The law states that a librarian must pay if there is proof of negligence. While librarians do not pay often, it takes a long time to procure efficient "relief", and the law must be changed.

(2) There is urgent need of national surveys, followed by the planning and development of a new legislative approach to create a national program that will insure development of library services throughout the country. A solution to the problem of non-sharing of resources and to the lack of standards and bibliographic aids is the creation of a legislative program, setting forth major grants of funds and pre-conditions for receipt of these grants. The reform might call for the establishment of a new library development agency, probably within the Department of Education, and under direct supervision of the Secretary.

The legislation might create a Board of Examiners for librarianship comparable to that established recently in the field of social work. This appears the "Philippine way". Optimum relationships between the new board and those presently responsible for school libraries and the National Library would have to be considered.

(3) More private grants should be solicited and given to strengthen major library collections. Assistance such as that provided by the Ford Foundation to certain college libraries at the University of the Philippines (see Chapter 9) should be duplicated elsewhere. Many more large grants are needed to strengthen collections of other institutions, and small grants should also be encouraged--for example, the \$20,000 given recently to the University of the Philippines by the Indian community.

(4) A nationally conceived demonstration system should be developed through a series of pilot projects which eventually could merge into a more general effort. The pilot projects would be based on strong libraries around which smaller library units might cluster and look for leadership. This concept is detailed separately in the section on "Public Libraries".

(5) Plans should be made to decentralize some functions and resources of the National Library. At present, except for its Extension Division, the National Library is chiefly a Manila agency. Although it is supposed to coordinate efforts of all government libraries, it does not, functioning much on its own. To bring the National Library programs closer to those who need them, to avoid the parochial qualities of a Manila agency, and to create a stronger national program, it should decentralize its offices so that they could coordinate library development within the region being served.

(6) The National Library should also develop and maintain a national union catalog and referral service for science and technology--perhaps in conjunction with a technical information center program. The program should include issuance of a union list of scientific and technical periodicals. (The work could be supported by the recommended National Science Library and Documentation Center, if legislative proposals are successful.

(7) A centralized processing service should be established to avoid the duplication of catalog and order efforts now characteristic of libraries. Logically, the National Library should be charged with this responsibility in the same way that the Library of Congress is; indeed the existing services of the Library of Congress might be utilized to assist the venture. (As an alternate to the National Library, the University of the Philippines probably should be assigned the job.) Major attention should be given to development of national bibliographic services by the National Library, including the national union catalog for which it is presently responsible.

(8) There should be major strengthening of professional library associations. First, funds should be obtained from outside sources (they are not otherwise available) to strengthen the publication and service programs of both leading associations. Second, there should be a pulling together of memberships and work of the associations, so there can be concerted campaigns for funds, legislation, and improvement of the profession generally.

One answer might be the creation of a Council of Library Organizations in which would be represented key officers of the existing groups. There should also be foundation and governmental grants for consultants, for publications, for meetings, and for special services--including bibliographic work.

(9) More consultants should be brought from the U.S. to assist the development of library education programs. The Rockefeller Foundation (which has made such grants), or another source, should attach U.S. library education consultants to library training agencies. Such specialists attract students, provide Filipino students an opportunity to decide whether they are ready for and interested in advanced library training, and expose them to top-quality library education.

(10) More scholarships should be provided for Filipinos to study both locally and abroad. Because of the difficulties encountered in setting up training programs and those entailed in obtaining adequate acquaintance with modern library methods, techniques and administrative operations--it is highly desirable to continue providing scholarships to permit some Filipinos to attend local schools, and also to enable others to observe how systems such as the California and Pennsylvania State Public Library Systems have developed.

(11) Work-study programs should be established at the strongest libraries in the Philippines. These libraries should be encouraged to set up work-study programs to provide opportunities for individuals to learn what library work means under optimum conditions, before they return to the provinces, municipalities and barrios for service in either school or public libraries. Advantages to the libraries are obvious, and it is only through a work-study program that individuals may hope to make their training meaningful.

(12) More field training programs, workshops and seminars should be offered. The number of librarians trained in the Philippines is very small, and with the possible exception of the schools which offer graduate programs, training is chiefly technical in nature and may not be producing real thinking about the profession of librarianship, reader development, readers' advisory service, etc.

Since training has to be taken to where the needs are, and must be completed in the time which can be made available for it, the answer seems to be many more field training programs, workshops, and the like--similar to those already supported by The Asia Foundation. Perhaps the effort can be spearheaded by a national training agency, such as the Institute of Library Science at the University of the Philippines. The development of traveling programs utilizing mobile units might also be possible.

CHAPTER 7

THE PRIVATE BOOK INDUSTRY

Although it is difficult to pinpoint the exact number of printer-publishers in the Philippines--because of the numerous small plants and the lack of industry stability and statistics--it is estimated that there are somewhat less than 100 firms in the private book industry. The annual survey of Philippine book production covered 75 organizations, 67 of which were located in the greater Manila area.

Their output of book titles is among the smallest in East Asia. Appendix A reveals that total industry production in 1964 was 802, of which just 433 were first editions, and the remaining 369 were reprints. The appendix also discusses some of the reasons for the embryonic state of Philippine publishing and printing.

CURRENT INDUSTRY PRACTICE

Book Publishing

Book publishing in the Philippines has many of the attributes of a young industry. Most publishers are also printers, although some (especially those which are branches of U.S. firms) adhere strictly to publishing. A number of bookshops have also entered publishing.

The typical publishing operation is a family affair; such a firm may bring out half a dozen titles in a given year and its active list may be made up of 50 to 100 titles. There is marked instability in the industry, much "over-competition", and apparently a pervasive lack of professionalism that troubles many in the field and many who deal with it. One authority states that "This is the era of predatory printing and publishing."

Publishers are still in the developmental stage. In none of the firms we visited were there well-organized editorial, art, and research departments as permanent parts of the business. Frequently the publisher has a single "editor", and if projects are undertaken that require more editorial help, outside editors are called upon (this subject is discussed later in the chapter). Art work is commonly supplied by freelance artists on a fee basis; only two of the publishers we interviewed had staff artists. Pictures to illustrate a book are often secured from other industries free of charge.

The Printing Industry

The printing equipment of printer-publishers ranges from one typesetting machine and a single printing press for the small shop to fairly large integrated plants capable of handling complete production, including binding.

Linotype machines are most generally used for composition, although two firms are now experimenting with Intertype photo-setters, which set type directly on film. Compositors supply galley and page proofs to publishers for corrections. Both letterpress and offset are used in book printing, although the latter is increasing in popularity, because in offset type can be immediately destroyed, thus avoiding the need to tie up substantial sums of limited capital in unused metal.

Paper (see Chapter 8) is always supplied by the printer. However, most books are designed by the publishers, who supply specifications and layouts to printers, including all art work.

Payment terms expected from publishers by printers are 50% of the quoted price upon delivery of manuscript, 25% when page proofs have been approved, and the remainder upon delivery of the bound books. This policy varies depending upon the relationship of the publisher to the printer. Publishers with good credit ratings are not required to pay anything until delivery of the finished books.

Book manufacturing plants are all unionized--mostly via intra-company unions, some of which are affiliated with a powerful national union. Strikes are increasingly prevalent and productivity has been reduced because of company/union difficulties. Impartial observers suggest that labor/management

relations will deteriorate further unless management eases its attitude on the grading of skills with corresponding adjustments in wage scales.

Promotion and Distribution

All imported books are distributed by some 15 wholesalers located largely in the greater Manila area where about 70% of the non-textbook sales take place. Few wholesalers have branches in other urban areas. The five largest distributors account for about 80% of the total import volume.

Many cities in which universities are located do not have a single importer of the foreign editions which are used widely at the collegiate level. Small bookstores in these areas must purchase their editions from wholesalers in Manila.

Generally wholesalers are also booksellers and publishers. Much of the latter activity consists of reprinting low cost editions of foreign titles, and the publishing of elementary and secondary textbooks.

Bookshops are naturally concentrated in urban areas. Some of the most progressive booksellers employ sales representatives who call on small book stalls, usually as commission agents, and to a limited degree on schools, colleges and libraries. Many bookshops are undercapitalized, thus making it difficult for them to carry adequate stocks of books. Some of the larger bookshops in Manila are quite modern and carry a good cross section of local and foreign titles.

Publishers selling to the private sector rely heavily on the bookstores to distribute their books, sometimes on a consignment basis; the bookstores are granted up to 40% discounts from publishers' list prices. At least one publisher with a fair list of supplementary books for schools has set up a body of teachers over the islands working on a part-time commission basis to reach the school market.

The larger booksellers, distributors and publishers promote new and backlist titles by mail to bookshops, teachers and libraries. Some examination copies are also forwarded to persons who are in a position to adopt or recommend books for student use. Direct mail sales to end users is relatively unknown; however, newspaper coupon advertisements are used

for selling cookbooks, and similar works. All such ads require prepayment before book shipments are made.

Publishers and booksellers call regularly on libraries. However, as noted previously in this report, there is a great shortage of public libraries and elementary and secondary school libraries, and the existing institutions have very limited funds with which to purchase books. Furthermore, the practice of keeping many books under lock and key at the libraries reduces the publisher reorders which would normally result from wear and tear.

RESOURCES AND CAPABILITIES

Human Resources

There is little evidence of the use of the editorial process among private book publishers in the Philippines. We came across no private sector counterpart to the Ford and Rockefeller Foundation-supported public sector experimental textbook and curriculum development projects (see Chapter 2), which have made extensive use of the committee-writing and editorial process approaches. Several of the private textbook publishers include on their staffs people who perform the simpler editorial functions; with training and experience, they too could develop into creative, professionally competent editors.

Part of the problem in this regard is the relatively simple character of the school books, and the present system of textbook pricing, which provides little economic base for the unsubsidized research and developmental costs involved in the editorial process.* In effect, such subsidization has been provided to the experimental textbook and curriculum development projects, and--to a lesser extent--to the Textbook Writing Section of the Bureau of Public Schools (which has received technical assistance and training from USAID textbook and instructional materials specialists).

* Appendix D outlines the "editorial process" and its key role in the private school book publishing process in the United States.

The case of the few Philippine branches of U.S. publishing houses is somewhat different from that of purely local publishers, in that the branches often make use of editorial services (sometimes comprehensive) available at their home offices.

Capable elementary and secondary school book authors are said to be plentiful, with the private publisher generally going to the Bureau of Public Schools or to the universities for both the subject authority and/or the teacher-writer he is seeking. There is little textbook authorship at the university level, because of the small market and high use of U.S. books. And, as already noted, there are virtually no technical and professional books written in the Philippines.

In general, all personnel in printing establishments have acquired their training "in-plant", with the possible exception of the owners' sons who, in some cases, have received graphic arts training (including a degree in printing management) either in the U.S. or the United Kingdom. Plant managers and foremen are generally selected from within printing establishments, based on length of service and relative performance.

The Printers' Association sponsors no training program for printers, nor are there "professional" schools or schools at the university level, such as at Carnegie Institute of Technology or Rochester Institute--where degrees in publishing or printing management can be obtained. The University of the Philippines does provide graphic arts courses which culminate in the award of "certificates", but these are judged by publishers and printers to be grossly inadequate.

There is a dire need for professional training facilities at all levels of the graphic arts, particularly with the introduction of photo composition, offset printing, and other techniques that are beginning to become important.

Executives and managers now direct the publishing and printing operations. The question is thus one of experience and capability rather than availability. The many overly competitive establishments, the marked instability of the small businessman, and the generally bad labor management relations attest in part to the lack of managerial skills and experience of many of those concerned. Among the larger publishing and

printing enterprises there is naturally relatively greater know-how. But "unprofessional" practices are widespread, and there is need for improvement in all phases of management.

Physical Resources

The Philippine printing industry is centered around Manila. Five of the plants are capable of handling book manufacturing from composition through binding. In addition, there are many small shops which perform one or a combination of the separate major operations: composition, platemaking, printing (by letterpress or offset), and binding.

Both letterpress and offset sheetfed printing presses are in use. The largest press (offset) of the plants visited was 38 x 52 inches. Most textbooks are printed by offset. Letterpress is used for jackets and other uses. Equipment is either American, British, or German.

The printing industry has never attempted to evaluate its overall capacity. This is partly due to the fact that most establishments are family-owned and information regarding kinds of equipment and total capacity is jealously guarded. However, there appears to be a sufficient number of printing presses. Book production is restricted primarily by the limited availability of binding facilities. Many of the binding operations are still performed by hand, and much of the equipment is old, considering technical developments that have occurred in recent years. Binding in the Philippines is expensive.

The private book industry has produced between 2,500,000 and 3,000,000 textbooks annually for the TPP. Potential capacity is higher than that, however, for TPP textbooks are not infrequently delayed during production, as priority private orders are pushed through.

Some book production plants are neat, well designed and provide proper maintenance for printing equipment. Others are dirty, have equipment in need of cleaning or repair, and have ineffective placement of equipment; this is especially true in plants that started small and added equipment piecemeal over a period of years.

Financial Capabilities and Problems

In common with other Philippine enterprises, book publishers and printers have financial problems that are outgrowths of tightness in liquidity and lopsidedness in capitalization structure. These general problems are compounded by the fact that, as family-operated small businesses, the majority of book companies face the traditional reluctance of banks to lend money, unless they can produce evidence of tangible collateral, such as real property.

The 1963 decontrol of the peso, with its lifting of exchange controls and abolition of licensing and rationing for imports, has increased the need for cash (because of the rise in peso cost of foreign exchange increased the cost of imported books and book material). However, Government monetary and credit policies pursued since then have restricted the availability of cash and made it difficult for Philippine firms to maintain adequate working capital positions.

Because of limited capital and lack of tangible assets to serve as collateral, Filipino publishers cannot maintain the editorial, proofreading and layout staffs discussed above. The resulting practice of hiring an editor or illustrator by the project is not conducive to the manufacture of good books. Often free-lance editors and layout men are busy and the publisher must wait until they are able to accept his assignment. The biggest financial problem of a Filipino publisher is that of having the book manufactured or printed--a process which requires a good amount of capital.

Although the cost of foreign presses and book materials has risen since decontrol, printers are in a somewhat better position than publishers--primarily because they have more collateral. Book manufacturing equipment is considered by the Government to be semi-essential (Class #3 priority). Low-cost Government-supported loans are available for equipment purchases at rates that are substantially lower than those quoted by private financial institutions.

IMPROVING AND MODERNIZING THE BOOK INDUSTRY

A number of specific steps might be taken to assist the Philippine book industry to develop more efficiently, and to assume--in time--its rightful role in the production and publishing of books to fill the national need. We discuss several of these steps:

1. Technical Assistance for Publisher-Printers

Although the concepts and techniques of modern, effective publishing are not unknown in the Philippines--indeed, several of the leaders of the industry have attended the 1965 TCR/Central Book Fund-sponsored Book Industry Seminar in New York--many of its problems can be attributed to relative inexperience and youth. The Philippine publishing industry is in dire need of outside, professional expertise in many areas.

We recommend that a top-level team of U.S. book publishers be sponsored to work with private book publisher-printers in the Manila area to determine ways in which methods and systems may be improved, and the "professionalization" of the local industry advanced. The team might consist of (a) an experienced book printing-production man, (2) a publishing-marketing and promotion specialist, and (3) an educator-editor type.

The team would first survey the book industry in depth to ascertain current practices. Then, based on its findings it would hold several workshop sessions to train personnel in manuscript acquisition, editing, design, art preparation, production, cost estimating, preparation of publishing budgets, book distribution and book promotion. Finally, it might follow up the workshop sessions with in-plant advice and counsel to individual members of the book industry. Depending on the financial support such a project received, it might also include study trips to the U.S. on the part of Filipino printer-publishers.

2. More Effective Organization of the Book Industry

The many undercapitalized, overly competitive, poorly equipped and poorly managed small publishers and printers will never be able to make effective use of present capacity. We suggest that the Government of the Philippines encourage mergers among these entities through tax incentives and other advantages. Consolidations among firms would strengthen their competence, and the resulting large, more reputable organizations should find bank credit easier to obtain.

There is need for the formation of a strong, dynamic association of book manufacturers who collectively can develop

plans (a) for strengthening the industry through the development of reliable industry statistics; (b) for inducing major educational institutions to provide practical courses at all levels to provide a continuing supply of trained personnel; (c) for developing a set of "trade customs" or standard practices; (d) for dealing collectively with the Government and with publishers; and (e) for other steps that can be taken to improve the industry and its relationship with others.

There is a concomitant need for the formation of an association of book publishers who collectively can initiate similar actions relating to their field and its dealing with other private and public entities and individuals.

To promote interest in books and the reading habit and to bring together in common effort the private and public book industries, the libraries and Government agencies, we recommend the creation of a Philippine book center or trust. Such an organization will also advance understanding and cooperation among the various elements of the industry. UNESCO has assisted in establishing book trusts in a number of Asian countries, including Ceylon, Pakistan and India, and might be able to provide assistance in establishing one in the Philippines.

Finally, there is need for additional joint meetings between the private book industry, the Secretary of Education and other high officials of the Department. Such a session took place during our survey; it was reportedly the first of its kind. There should be frequent and regularly scheduled conferences of this sort for the mutual consideration of plans and problems so that the short- and long-term requirements of the Philippine educational system may be satisfied more efficiently.

CHAPTER 8

PAPER FOR PHILIPPINE BOOKS

PAPER PRODUCTION

The trend in the supply of paper and paper products for Philippine books is toward local production, whenever possible. There are 17 paper mills in the country. Of these, reportedly only six can produce offset-type "book paper"--and it is of a quality that local printers and publishers allege to be unacceptable.

The Philippine paper industry admits that it cannot produce book paper of a quality comparable to imported papers. Its current output of 50 pound and 60 pound book paper is higher in quality than newsprint (groundwood), but lower than imported book paper. A major cause of the difficulty seems to lie in the ingredients of Philippine-produced pulp. It is confined in the main to two basic fibers--bamboo and bagasse. While bamboo is long-fibered, is fast growing and has great mechanical strength, bagasse--a by-product of the Philippine sugar mills--is short-fibered, and is unsuitable for good quality paper. Pine, a long-fibered material often used in locally produced pulp of Southeast Asia, has not yet become available, although a large U.S. paper producer has acquired pine timberlands and plans to erect a pulp mill in two or three years. Unlike most other countries, the Philippines does not import pulp to mix with the local product. The 12% import duty makes such pulp uneconomical to use, according to the Philippine paper industry.

The Philippine Pulp and Paper Association reports that attempts are being made to develop long-fibered pulp from the abaca, a banana plant from which hemp rope is made. The stripping waste hopefully can be used to produce book paper of high quality in the near future.

Many in the Philippines believe that the problem is more than just fiber-based; they state that the local mills lack the technical know-how to match imported paper quality, even if the right grades of raw materials were available.

Whatever the reason, there is general agreement among printers and publishers that local book paper is unacceptable--and it is simply not used.

The book industry further reports that the local paper is not priced in relation to production cost, but rather is deliberately set slightly below the cost of the imported, high-grade, foreign-made papers. As evidence it cites specific instances. In a typical example, publisher-printers paid \$280 per ton for imported book paper at a time that the price of the "inferior" local product was 1,100 pesos per ton (\$280 equals 1,086 pesos).

The difference in quality may be magnified by the printer-publishers, for at approximately the same cost, it is far safer to rationalize the continued use of a proven foreign product than it is to experiment with a somewhat different local paper. The paper mills respond with tales of printer inefficiencies and "snobbishness". Despite charges and countercharges, no demonstration test has been made of the locally rated book paper, and the dispute continues.

No newsprint is produced in the Philippines, although a newsprint mill is expected to be in operation in about two years. At the present time, newsprint imports that are brought into the country for newspaper use are not subject to import duty. However, newsprint that is imported for books and other uses carries a 25% tariff.

PAPER IMPORTS

Until January, 1966, the duty in book paper imports had been 5%. At that time, pursuant to Executive Order #162 of the previous month, the ad valorum duty rose to 30%, touching off another raging controversy. There were several reasons given for the precipitous rise. The mills and some non-industry sources said that a comparison of Government statistics and those of the book industry had revealed that much of the paper imported as "book paper--uncoated" was in reality not book paper but bond paper smuggled in under that guise to

avoid the 65% tariff on bond paper; reportedly, then it was sold at high profits to non-book printers. The book industry and others of its persuasion state that the tariff increase was engineered by the Philippine paper mills to force printers to use their inferior paper. Still others claim that the rise was a Government move to provide protection for the local mills against imports.

Whatever the reason, at the time of our visit (four months after the book paper duty had risen to 30%) printers still were ordering the imported rather than the local product, and there was a large-scale effort underway to repeal or moderate the tariff rise. The President of the Philippine Educational Publishers Association in a letter to the Secretary of Education stated that the tariff increase would force up by 25% or more the selling price of locally produced books for the forthcoming academic year--for book paper comprises one-third of total book production cost.

The President of the Printing Industries Association stated that the tariff increase would decrease greatly book production, and thus seriously affect the industry and the Government's educational program. An industry spokesman added that, "if the local paper manufacturers were ready and able to produce the book paper, the publishing and printing industries would have no objection even to a tariff increase as high as 40%--if local makers could produce at costs comparable to imported ones...but WHY PROTECT SOMETHING THAT NEVER EXISTED?"

Our investigation of the problem indicates that paper is indeed one of the major cost components in book production in the Philippines. In the case of USAID-procured paper for the Textbook Production Project (as noted in Chapter 2, the paper is donated as USAID's contribution to the effort and therefore is imported without duty), it represents about 20% to 25% of the total production cost. In the case of non-Project textbooks, book paper equals the one-third-to-total figure quoted above.

We also determined that, with the imminent demise of the TPP and its exempt-from-duty paper, the price of such textbooks would automatically rise about 15%--for the cost of the paper component would

increase 40% (the 30% duty plus additional taxes, duties and costs to which paper imports through regular commercial channels are subject). This increase could only be passed along to the purchasers of textbooks--the Government of the Philippines, and parents.

During the final days of our visit, the Pulp and Paper Institute reported that Filipino paper manufacturers had no objection to the elimination of the tariff increase on imported book paper, provided the Bureau of Public Schools and the Bureau of Printing would undertake to guarantee that such imports would be used only for the production of school books. And the Ministry of Education indicated informally that it would not oppose a reduction of the import duty to 15% or 20%.

On the assumption that the problem still has not been resolved, we strongly urge that all ad valorem duties be removed from imported textbook paper--both book paper and newsprint (if that is used for some textbooks). A system of authorization and control similar to the one suggested should be established to insure that such paper is actually used for textbooks.

We recommend that Bataan Pulp and Paper or another Philippine paper mill work out an arrangement with a printer to test-run book paper it deems satisfactory. An objective test is needed to take the controversy over the worth of such paper out of the realm of opinion.

We further recommend that the Government of the Philippines investigate the pricing policies of local paper mills to determine actual production cost and improvements, efficiencies and savings that may be effected. Paper is too large an expense element in a school book and non-school book market that is circumscribed by low per capita income; the Philippines must do all in its power to keep its price at an absolute minimum.

A research and development program to help the paper mills develop better quality pulps and papers should be supported and subsidized by the Government.

* * * * *

We conclude this chapter with a brief resumé of the situation of other raw materials for books:

There is adequate availability of printing ink for books. It is provided by three Philippine companies, two of which are affiliates of large U.S. enterprises.

Some locally produced book cloths are of acceptable quality, although about 60% of all book cloth requirements are imported from Japan. Cloth is subject to a 40% import duty, C.I.F.

Film for plates is imported--mostly from the U.S.

No binders board for textbooks is produced in the Philippines; however a pasted board of adequate quality is produced locally and is in abundant supply.

CHAPTER 9

BOOK ACTIVITIES OF NON-PHILIPPINE AGENCIES

A wide variety of foreign agencies (both private and public) have provided significant amounts of book-related assistance to the Philippines. This has included massive donations of books and book materials, assistance in the growth of local book capabilities, and help in the development of libraries and librarianship.

Numerous organizations have contributed books and journals, for the English language abilities of the Filipinos can make such gifts useful. A listing of a dozen representative agencies shows the broad range of donor organizations:

AID/Washington	The Ford Foundation
The Asia Foundation	The Rockefeller Foundation
CARE	USAID/Philippines
Brothers of the Christian Schools	UNESCO
Darien Book Aid Plan	UNICEF
Engineers-Scientists Committee, People to People Program	USIS/Philippines

This chapter briefly covers recent and current activities of the most active outside-financed organizations.

AGENCY FOR INTERNATIONAL DEVELOPMENT

AID's developmental book assistance comes under two general headings, (1) projects funded by the Central Book Activities unit of AID/Washington's Office of Technical Cooperation and Research, and administered by USAID; and (2) projects that have been both funded and administered by the Mission itself.

AID/TCR's Central Book Activities unit provided the initial collections of the remarkably successful Cebu medical textbook rental-purchase project, which is described in detail in Chapter 4. The project furnished students (for the first

time ever) with their book requirements, and greatly improved the academic standing of the two medical schools involved.

USAID/Philippines and its predecessor agencies have been a source of related assistance for over 14 years. We have covered at length the most important such project--the Text-book Production Project, which is helping to provide Filipino elementary and secondary school students with 25,000,000 badly needed textbooks. The TPP is one of the largest in its field that has been undertaken by any U.S. Mission. See Chapter 2 for details.

Other pertinent USAID projects and programs to improve local capabilities have included:

Almost 100 participants have been sent to the U.S. for training in materials development, curriculum laboratory, and textbook production. Among them have been:

- 2 in textbook production
- 7 to the TCR/CBF Book Industry Seminar
- 45 in curriculum development
- 10 in audio-visual training
- 2 in library services and materials
- 3 in textbook writing
- 2 in textbook editing and publishing procedures
- 1 in textbook illustrating

Five man-years of U.S. educational materials advisor time have been provided to the Textbook Writing Section of the Bureau of Public Schools.

Monies were programmed for the development of Materials Production Centers at Cebu, Zamboanga and Manila.

Several kinds and types of teacher-supervisor-administrator materials were developed through a joint venture with the Bureau of Public Schools.

The National Media Production Center was organized and was supported over a number of years.

Curriculum development workshops and audio-visual workshops have been organized by Mission personnel.

In collaboration with the University of the Philippines and the Ford and Rockefeller Foundations, teaching aid materials

were prepared--including ten laboratory manuals for agricultural science subjects.

English language guides were developed at the Center for Language Study, with the active support of the Mission and other agencies.

In addition to the medical textbooks provided in the Cebu rental-purchase project noted above, the Mission has provided tens of thousands of other U.S. books to educational institutions and Governmental agencies:

\$50,000 worth of books for the College of Forestry Library, and for class use.

\$32,000 worth of textbooks and library books for the Industrial Development Center.

\$25,000 for books for the College of Agriculture, and for the College of Forestry in-service training and pilot schools.

\$20,000 worth of books for ten regional in-service educational training centers and three new pilot schools, and resource books for Community Development activity.

THE PEACE CORPS

Peace Corps Volunteers are now serving in at least 52 of the provinces in the Philippines. At one time or another all those who teach help to devise materials to remedy deficiencies of classroom materials. In addition, the Peace Corps has been an active participant in many of the recent joint conferences that have developed experimental textbooks and curriculum guides (see Chapter 2 for further details of these exciting pilot projects).

The Peace Corps has taken an active role in recent writing projects; these have included (a) development of English language course textbooks for the elementary schools, (b) revisions of mathematics curriculum guides, (c) the normal school curriculum writing project, (d) revision of the entire academic curriculum for the vocational high schools, and (e) development of modern science materials.

The Peace Corps does not provide money for its book-related activities--rather its Volunteers' time, talent and experience.

U.S. INFORMATION AGENCY

The USIA Regional Service Center at Manila has been of great assistance to the Textbook Production Project; it has published 5,000,000 project textbooks. The Service Center was active from the very beginning, when the Bureau of Printing discovered the need for speedy, expert assistance. The Center still produces some TPP textbooks. It has also been active on other projects; for example, it helped produce many of the teacher-supervisor-administrator materials for the USAID Bureau of Public Schools project.

In 1965 USIS/Philippines received 283,000 books for its donated book program. It also participates in the donated book programs of others; for example, the books collected in the U.S. and shipped to the Philippines by the Darien Book Aid Plan (a voluntary agency) are distributed through USIS.

THE ASIA FOUNDATION

The Asia Foundation (AF) has undoubtedly been the largest source of donated books to Philippine educational institutions. To date, and including volumes that have come through non-Foundation channels, it has distributed about 3,000,000 books and periodicals within the country.

The overwhelming proportion of AF donations are secondhand U.S. textbooks and supplementary school books destined for the Philippine elementary and secondary schools.

Books furnished the public schools are used as supplementary readers and library books, for they are not approved textbooks. In 1965, the public schools (and some private non-secular schools) received about 200,000 volumes.

In the private schools--especially those in deprived areas, where few parents have the money

to purchase books for their children--the AF donations usually are used as textbooks. The Foundation concentrates its efforts on the private schools in poverty-stricken areas; it avoids the wealthy, exclusive institutions. From 1961 through 1965, it annually distributed an average of 250 volumes to each of 500 Catholic schools--mostly at the high school level. About 150,000 books of this type were donated in 1965. Wherever possible, books are obtained and distributed in sets.

Distribution of AF books generally is handled by three agencies: (a) The Philippine Public School Teachers' Association (40% of total), (b) the Catholic Education Agency (about 30%), and the Department of National Defense, ROP (the remaining 30%). The last body takes over internal distribution to the isolated public and private rural schools. Under "Operation Handclasp", the U.S. Navy carries AF (and other) donated books across the Pacific as a free service.

For newly established libraries, the Foundation first provides a selection of donated books. (Many of these are locked up to meet the technical requirements for library recognition.) Thereafter, assistance is often provided in the form of purchased books to help fill holes in collections. AF also furnishes annually two purchased sets of books (each consisting of from 500 to 1,300 volumes) to college libraries.

In addition to its book donation activities, AF has acted as co-sponsor of teacher conferences on library and related fields, and has assisted in publishing the proceedings of more important library association meetings.

THE FORD FOUNDATION

Apart from joint support of the International Rice Research Institute (in which it invested \$9,060,000, including a modest amount for books and educational materials), the Ford Foundation has sponsored and supported a number of projects concerned with the development of experimental teaching materials and the improvement of libraries. The projects include:

A grant to establish a Science Teaching Center at the University of the Philippines, modeled on the PSSC approach, and covering the elementary and high school grades.

Co-sponsorship of the Philippine Center for Language Study, which created the new English language course textbooks for grades III through VI.

\$377,500 to the Library of the University of the Philippines, to strengthen general collections in the area of social sciences and to purchase needed materials (especially back journals in agriculture).

Strengthening of staff development and library acquisitions programs in Cotabato Province.

Recent grants to the University of the Philippines' College of Business Administration and Graduate School of Public Administration, which have contained sums for pertinent books.

Grants to Ateneo de Manila, to help develop closed-circuit television facilities for use in regular courses in three of the university's units. This project led to the development of the more expanded program now serving some 50 schools in the greater Manila area (see Appendix E).

THE ROCKEFELLER FOUNDATION

Unlike the Ford Foundation which has been active (massively so) in the Philippines since 1962, the Rockefeller Foundation has maintained an almost continuous program of assistance to the country since 1915. Like the Ford Foundation, its largest project is the International Rice Research Institute.

Principal book-related projects have included:

For the University of the Philippines: (a) upgrading of the library, and (b) library books for the Department of Home Economics.

Library books to the Bureau of Plant Industry.

A library to the Magsaysay Award Foundation.

Co-sponsorship of the Philippine Center for Language Study, which has developed new elementary school textbooks.

Rockefeller funds also support the China Medical Board, which has provided book and journal assistance to Philippine medical schools. In this connection, it appears appropriate and desirable for the Rockefeller Foundation to provide the funds necessary to extend the Medical Textbook Purchase-Rental Project (see Chapter 4) to the five Manila medical schools, if another source of funds is not found.

The Philippine National Commission for UNESCO, to all intents and purposes, has been virtually inactive during the last decade. However, it has just received a new chairman who hopes to develop a positive program. As noted in Chapter 5, UNESCO headquarters has shown recent interest in books for neo-literates; perhaps this can be one of the areas for initial action by a rejuvenated National Commission.

APPENDIX A

THE BOOK MARKET IN THE PHILIPPINES

BOOKS PUBLISHED IN THE PHILIPPINES

It is difficult to measure precisely the current output of the Philippine book industry and thus to make valid comparisons over a period of time with other countries. Annual statistics are assembled on the number of book titles published in the country, but the definition of books in the Philippines does not correspond to that used in other countries or recommended by UNESCO.

The internationally recognized UNESCO standard for books is 49 pages and above; works 48 pages and below are considered pamphlets. In the Philippines, however, this rule is not followed. Book publishers generally estimated that works over 30 pages were considered books, although no one was positive. An official of the Bureau of Printing, on the other hand, reported that books were a minimum of 100 pages long (almost certainly an error). To the best of our understanding, the data quoted by the Bureau of the Census and Statistics--the official source of statistical information concerning books--are based on the over 30-page definition, and these are the figures used in this appendix.

In the interests of statistical comparability, the Republic of the Philippines should adopt the UNESCO 49-page standard for books.

Table 5 provides dramatic proof for the recent statement of the Bureau of Census and Statistics that "the Philippines' output of non-periodicals is among the lowest in the world today."* We have purposely omitted statistics from the industrialized countries (e.g., Japan in Asia), but the Philippines' 1964 production of books and pamphlets--an inflated

* "Philippine Book Production," Special Release No. 22, January, 1966, Bureau of the Census and Statistics, ROP.

Table 5. PRODUCTION OF BOOKS AND PAMPHLETS IN SELECTED EAST ASIAN COUNTRIES, 1964 (Number of Titles)

India	13,128	Philippines ^{b/}	951
Thailand	4,083	Indonesia	791
Taiwan	3,095	Malaysia ^{c/}	492
South Korea	2,457	Burma	330
South Vietnam ^{a/}	1,566	Cambodia	193
Ceylon	1,488	Laos	52

Notes: ^{a/} 1965, per Ministry of Information, RVN
^{b/} Bureau of Census and Statistics, ROP
^{c/} 1963

Source: Secretariat, the United Nations

figure as we shall see--shows that it ranks among the least active in East Asia. If production were calculated on a per-capita basis, the Philippines would assuredly be close to the bottom of the list. However, even the low 951 total for the Philippines is misleadingly high. In the first place, that figure includes both books and pamphlets--802 books and 149 pamphlets. Furthermore, 369 of the books--almost one-half of the total--were reprints of previously published books. In sum, only 433 first edition book titles were published in the Philippines in 1964.

Table 6 on the following page presents a breakdown by classification of the first edition titles published in the Philippines for 1963 and 1964 (the 1963 figure of 403 is seven percent below the latter figure). Predominating were books relating to the social sciences and religion, which accounted for around three-fourths of total production.

In 1964, 257 titles--59% of the total--were in the social science category; followed by 68 religious titles--16% of the total; and 38 applied science books--9% of the total. (That same year, 74% of the 101 first edition pamphlet titles were in the religious category.)

Reportedly only about a half-dozen of the 19 titles in the literature classification were Philippine novels--a shocking number for a country with 31,000,000 inhabitants. The situation in juvenile books (see Chapter 5) is no better--and there is not even a juvenile category.

Table 6. BOOK PRODUCTION IN THE PHILIPPINES, 1963 & 1964
(Number of First Edition Titles)

	<u>1963</u>	<u>1964</u>
Social Sciences	248	257
Religious	28	68
Applied Sciences	20	38
General	21	28
Literature	44	19
Geography, History	11	12
Pure Sciences	14	6
Arts	4	2
Philology	9	3
Philosophy	<u>4</u>	<u>-</u>
<u>Total</u>	403	433

Source: Bureau of Census and Statistics, ROP

Why this state of affairs in a country which is progressing on so many fronts--a country that is an open democracy, lacking all the inhibitions of a police state? The Bureau of Census and Statistics presents some of the reasons in its discussion of the problem:

"It can only be surmised that this low production may indicate a dearth of writing talent in this country, perhaps due partly to language difficulties when the writer's desire is to express (himself) in a language other than his native tongue. On the other hand, survey findings may indicate a need for giving more incentives for the writing of books by qualified persons, or for making book publishing a more profitable business than it is at present."*

* Ibid.

To these reasons we add the overwhelming historic dominance of the Philippine market by U.S. books and the low per-capita income of Filipinos. A local trade book with a severely limited market, selling for eight pesos (\$2.07), faces stiff competition from a U.S. paperback, selling for a fraction of that amount--when per-capita income is about 500 pesos (\$130). Factors that inhibit the local Philippine book market are discussed in Chapter 1.

In 1964, 366 (81%) of the first edition book titles were in English, 35 (8%) were in Pilipino, 24 (6%) were in other Philippine vernacular languages, only one was in Spanish, and seven were in other languages. The single Spanish title was surprisingly low, for that language is a required course at the collegiate level; including reprints, a total of thirteen Spanish books were published.

Only 15 books in 1964 were translated from other languages. Of these, nine were translated into vernacular languages other than Pilipino, and five were translated into Pilipino. Thus, all but one were translated into a local Philippine language--presumably from the English. The remaining book was translated into English.

FOREIGN BOOK SUPPLY

As might be expected, book imports of the Philippines are sizable and most of the books originate in the United States. Table 7 on the next page shows the 1964 totals for four major developmental book categories; in all four the U. S. is the prime source:

284,700 of 296,600 technical and scientific volumes--96% of the total--came from the U.S. Japan, in second place with 6,500 volumes, accounted for most of the remainder.

73,300 of 130,500 college textbooks--56% of the total--originated in the U.S. Again, Japan was the second source, but here it accounted for 54,800 volumes--fairly close behind, with 42% of the total. These latter were almost all low cost editions published in Japan by

Table 7. DEVELOPMENTAL BOOK IMPORTS OF THE PHILIPPINES, 1964
(number of volumes)

	Tech. and Scienc- tific Books	College Text- books	Supp. Readers Elem. Schools	Other Supp. and Library Books
United States	284,700	73,300	117,400	411,700
Japan	6,500	54,800	-	6,600
Hong Kong	2,500	500	300	44,600
Great Britain	-	1,200	-	25,800
Taiwan	-	-	-	93,500
Malaya-Singapore	300	-	6,700	600
Others	<u>2,600</u>	<u>700</u>	<u>-</u>	<u>10,200</u>
Total	296,600	130,500	124,400	593,000

Source: Bureau of the Census and Statistics, ROP

U. S. firms and sold at prices equaling 40% to 50% of the price of the U.S. editions. College textbooks that originate in the U.S. are often beyond the purchasing power of students.

124,400 elementary school "supplementary readers" were imported in 1964--117,400, or 94%, from the U.S. This category is also thought to include a certain number of textbooks imported for the private elementary schools.

The U.S. also dominated the large category (593,000 volumes) of "Other Supplementary and Library Books"-- 411,700 (69% of the total) originated there. Moderate quantities also were imported from Taiwan (93,500 volumes), Hong Kong (44,600) and Great Britain (25,800).

These books were imported through regular commercial channels.

Unlike the situation in most developing countries, there are no special import programs, such as the UNESCO Book Coupon

Program and the USIA Informational Media Guaranty Program, now operating in the Philippines. (The Philippines has a convertible currency.)*

In addition to foreign books that arrive in the Philippines through normal commercial channels, there are--as noted in Chapter 9--sizable book donation programs that bring foreign books into the country. This is particularly true in the case of The Asia Foundation, which has donated almost 3,000,000 U.S. books and periodicals--mostly to elementary and secondary schools. Other foreign agencies which have donated book programs include the Ford Foundation, the Rockefeller Foundation, various religious organizations, non-sectarian bodies, USIS, CARE, and UNICEF.

GOVERNMENT REGULATIONS THAT AFFECT BOOKS

For books imported from the U.S., there is no tariff if the importer obtains a certification letter from the Department of Education stating that the imported books will be used as textbooks, or as school reference books.

On all other books, a tariff of 90% of 10% of import value is imposed. "Import value" is determined by Government Customs as follows, for the purpose of determining tariff charge, when applicable and sales tax:

- * A new AID program--the Global Royalty Program--is available in the Philippines, but has been little used to date. Under the Program, AID bears the royalty costs on the first 2,000-5,000 copies of a local publisher's translation or adaptation of a U.S. publisher's book. Obviously, such AID assistance is of significant help to the Philippine publisher faced with heavy initial publication costs. The Program should be promoted more widely in the Philippines.

Net invoice of books, C.I.F.	---
+ Entry stamps	---
+ <u>Arrestra</u> charges (pier)	---
+ Wharfage charges	---
+ Filing fee	---
+ Customs tariff (when applicable)	---
Total	---
+ 25% markup (bookseller)	---
Total	---
+ 7% sales tax	---

The sales tax is collected at the time of import and before any sales have been made. The 25% booksellers' markup is an arbitrary figure established by the Government; it is subsequently adjusted to reflect the actual figure, after Government inspection of booksellers' account books.

Tariffs on non-textbook or reference books are always collected by Customs at time of import entry.

There is a 10% tariff on textbooks and reference books from Japan because--never having ratified the UNESCO agreement which binds signatories to the elimination of all tariff barriers on imports of educational materials--Japan applies a corresponding tariff on such imports from the Philippines.

The Republic of the Philippines has repudiated its membership in the Universal Copyright Convention; as a consequence local publishers can only obtain copyright protection in countries which are signatories of the Berne Convention (the U.S. is not). The prevalent opinion against rejoining the UCC was expressed by a former high official who said, "It would be ridiculous for the Philippines to pay royalties to other nations when none are likely to come back." Overlooked by this statement is the affirmative attitude that would be engendered among foreign publishers to make titles more easily available and on more desirable terms, were the Philippines to join with others in the UCC.

We recommend that the Government reconsider its action, and that it once again adhere to the Universal Copyright Convention.

The postage charged for book shipments within the Philippines is quite low. Under third class regulations, minimum rates of 20 centavos (5.2¢) per kilogram (2.2 pounds) are granted for such shipments that do not exceed 20 kilograms. Publishers and booksellers generally ship in multiple packages of 20 kilograms or less to earn the minimum rate.

APPENDIX B

EDUCATION IN THE PHILIPPINES

The Philippines, with an annual population increase of 3.2% has grown from 19,200,000 in 1948, to 27,100,000 in 1960, to about 31,000,000 in 1965. Its population is expected to total over 55,000,000 by 1980. The rising expectations in the Philippines are increasingly those of the young: the population aged 41 years and over comprised less than 14% of the total in 1960, while the age group 31 years and younger made up more than 75%. In that year, literacy for those ten years of age and older was 72%.

As in other developing countries, school enrollments have outpaced population rises. This fact, added to the near destruction of the Philippine school system during World War II, and the financial problems engendered by the need to rebuild the entire economy after the war have circumscribed the ability of the Philippines to update its educational plant.

Another problem has been the language barrier. There are more than 80 distinct dialects spoken in various parts of the Philippine archipelago--of which eight major dialects, the mother tongues of 86% of the population, are spoken by large enough segments to be classed as major language groups. The language problem was recognized in the 1930's, at which time a policy was adopted to develop a national language based on Tagalog, the Malayan dialect used in the Manila area. In addition to Tagalog, English and Spanish were adopted as official languages.

During the American occupation (1898-1946), English was the sole medium of instruction in all schools. With independence, however, Pilipino (as the new national language based on Tagalog came to be called) was made mandatory along with English; and by 1960, 44.5% of the people spoke Pilipino, 39.5% English, and 2% Spanish.

Because of the high dropout rate in the early school grades, Filipino educational authorities believe that it is better to try to develop literacy in the vernacular than fail to develop literacy in either English or Pilipino in those who attend school for only a few years. For this reason, the language of instruction (and textbooks--see Chapter 2) during the first two years of elementary education is in the major dialect appropriate to the individual school, even though English is the main language used afterwards. Pilipino is taken as a language subject throughout elementary and secondary schools.

The Philippine school system has been greatly influenced by U.S. teachers and educational methods for the last two-thirds of a century. U.S. educational philosophy and practices are reflected in much of the Philippine system and program even today.

THE SCHOOL SYSTEM

Organization

The Board of National Education is the official planning body for education. Plans and policies adopted by the Board are either transmitted to the Department of Education or, where legislative approval is necessary, submitted to Congress. The Department of Education is responsible for administration of educational activities. It accomplishes its work through its implementing arms: the Bureaus of Public Schools, Vocational Schools, and Private Schools (each of which has a number of subdivisions and special programs). The Department also has jurisdiction over the National Library, the Extension Division of which is responsible for the public libraries.

The Bureau of Public Schools exercises supervision and control over all public elementary and secondary academic schools, the normal schools, and such special services as folk and community schools (for adult education). It engages in planning for the book, classroom, and instructional needs of the public educational system.

The Bureau of Private Schools has responsibility over all private schools, including the private universities. It checks on the curriculum, standards and physical facilities of such institutions for adherence to established policies and standards.

The Bureau of Vocational Schools develops programs and supervises formal training in the secondary and post-secondary vocational, agricultural, trade-technical and fishery schools. It also provides short "opportunity" courses for adults and out-of-school youth and cooperates with the Department of Labor in conducting in-plant apprenticeship programs.

Administratively independent of the Department of Education, but not of the policy determining powers of the Board of National Education, are the 14 state-funded colleges and universities. These institutions plan and program their activities individually but not entirely to the exclusion of the Department of Education. The Secretary of Education serves as chairman of each separate board of trustees.

As a whole, the organization for educational planning and administration is highly centralized and coordinating links are sufficiently present, but a serious obstacle to unified planning and operations is the existence of an extensive profit-based system of private colleges and universities (see discussion below). Fully 86% of university level enrollment is in these schools, while 62% of secondary level enrollment is in private schools. (Enrollment on the elementary level is almost entirely in public schools.)

Financing the Schools

The percentage of National Government expenditures devoted to education in the Philippines is among the highest in the world. 25.9% of the National Government's 1963 expenditures were for the operating and capital costs of the Department of Education and the Government-supported colleges and universities. In 1964, that figure rose to 26.6%. In per-capita cost for enrolled students--for example, 93.85 pesos (\$24.19) per elementary school pupil--the sum is somewhat less impressive, for Government funds are limited in every sector, but the intensity of the educational effort cannot be doubted.

The National Government has been unable to support all types of schools equally, and the academic secondary schools have, in effect, been left to forge for themselves. They are supported to a great degree by provincial funds, student tuition fees, contributions and donations, and fund-raising school activities.

The lack of financial capacity has also forced a cutback in the number of school years (the elementary school program is six years long, rather than the officially prescribed seven years), and results in the rental (rather than loan) of textbooks above the fourth grade (in Manila and in a few of the other large cities, the municipalities provide free textbooks to school children at higher levels).

ELEMENTARY SCHOOLS

Elementary school in the Philippines is a six-year program consisting of a four-year primary cycle (Grades I-IV), and a two-year intermediate cycle (Grades V and VI). In the 1963-1964 academic year, elementary school enrollment was 5,236,386:*

Table 8. ELEMENTARY SCHOOL ENROLLMENT BY GRADE, 1963-1964

<u>Primary</u>		<u>Intermediate</u>	
Grade I	1,361,830	Grade V	612,109
Grade II	1,063,730	Grade VI	519,901
Grade III	914,394		
Grade IV	759,749		

Source: Board of National Education

According to UNESCO, 88% of Filipino children of the 6 through 12 age group were enrolled in elementary school in 1962; this percentage placed the Philippines at the top of the countries in Southeast Asia--Malaysia and Singapore had 83% of the elementary school age group enrolled, Thailand had 75%, Indonesia had 56%, South Vietnam and Cambodia had 55%, and Laos had 27% of that age group in school.

At the current rate of student dropouts, approximately 52% of Grade I pupils leave school for one reason or another before finishing Grade VI.

* This figure includes 4,466 students attending Grade VII classes, and 207 attending Grade VIII classes.

4,992,381 of the elementary school students--95% of the total --were enrolled in public institutions. 2,496 students attended the elementary classes of the state-funded colleges and universities, and 241,313 students attended private elementary schools. Approximately 60% of the private elementary schools are Catholic religious schools; the remainder are Protestant or non-church affiliated.

The Bureau of Public Schools anticipates continuing large increases in public elementary school enrollment. It estimates that 7,462,000 students will be attending the public institutions by 1970, and 8,590,000 by 1975. These are respective 48% and 70% increases over the 1963-1964 total.

SECONDARY SCHOOLS

From the sixth grade, the elementary school child goes directly to the four-year high school. The Grades VII and VIII, almost universally found in U.S. junior high school programs, are lacking in the Philippines.

Enrollment figures show that many elementary school students do not enter high school, and that when they do, there is a continuation of the high dropout rate:

Table 9. HIGH SCHOOL ENROLLMENT BY GRADE, 1963-1964

First Year	- 335,609
Second Year	- 249,562
Third Year	- 203,157
Fourth Year	- 163,014
Total	<hr/> 951,342

Source: Board of National Education

Although recent elementary school enrollment rises of 6% to 7% per annum account for some of the difference between the number of students attending Grade VI of elementary school and First Year of high school, it is apparent that about 30% of the former do not enter high school. And, approximately one-third of high school students dropped out of school during the 1963-1964 academic year.

The high schools are considered to be the weakest link in the chain of Philippine public education. Although the National Government assumes responsibility for the financial support of vocational high schools (which charge no tuition fee, or a small one)--the academic high schools, with a few minor exceptions, still receive no funds for current expense from the National Government. As a result of this neglect, and unlike the situation in elementary schools, fully 62% of those who attended high school in 1963-1964 were enrolled in private schools--and all high schools together (both private and public) reached only about 29% of the high school age population.

29% of the high school students in 1963-1964 attended public academic high schools, 1% attended the state-supported colleges and universities, and the remaining 8% attended the public vocational high schools.

About 3% of the students enrolled in the private academic high schools are of Chinese nationality; these pupils double up in curricula--taking the Chinese curriculum in the mornings, and the full Filipino secondary school curriculum in the afternoons.

There has been a strong thrust for vocational education at the secondary level. Under U.S. domination, the vocational training schools centered around preparation for the service trades; now there is a drive to teach production (i.e., manufacturing) trade skills. The number of vocational high schools has quadrupled since 1949, tripled since 1954, and doubled since 1959. In 1963-1964, there were 204 vocational schools: 87 trade-technical, 82 agricultural, 34 fishery, and 1 for craftsmen. Total enrollment in 1963-1964 was 86,757--1.76% of the 13 to 19 years age group: 1.15% were in the trade-technical schools, .58% in the agricultural schools, and the remainder in the fishery schools. While increasing at an apparently explosive rate, the percentage of youth in the vocational schools is quite low for an economy that is going from the purely agrarian to agro-industrial, and some of the increase may be more apparent than real.

Part of the recent vocational school "explosion" is attributed to the fact that such high schools are supported by the National Government, while the

support for the academic secondary schools devolves mainly on the provinces and municipalities. As a result, there is a continuing stream of bills in Congress requesting high school designation changes from academic to vocational. It is estimated that only about one-half of the trade-technical schools are truly vocational schools in that their curriculum varies significantly from that of academic high schools.

HIGHER EDUCATION

In 1963-1964, 403,976 students were enrolled in Filipino institutions of higher learning. Of this number, 86% attended the extensive profit-based system of private colleges and universities, 10% attended the 14 state-supported institutions, 1% attended the teachers institutions, and 3% the post-secondary vocational institutions:

Table 10. UNIVERSITY LEVEL ENROLLMENT, 1963-1964
(including graduate students)

Private colleges and universities ...	346,081*
State colleges and universities	39,157
State teacher training colleges	5,719
Trade-technical and agricultural institutions	13,019
Total	403,976

Source: Board of National Education

* Excludes enrollment of 65,947 (two-thirds female) in special vocational courses offered at the private institutions.

Many educational authorities believe that the present ten-year program of the elementary and secondary schools produces college freshmen who have not acquired the maturity or academic proficiency to handle university level textbooks and instructional materials. A further serious handicap to effective instruction is the widespread and serious

deterioration in the teaching of English in the lower schools. Many college freshmen must be remanded to special remedial classes in English in an effort to upgrade their basic language skills to the point where they can profit from the lectures and handle the basic materials of college instruction.

There are several hundred private institutions of higher learning in the Philippines. Of these, less than a dozen maintain standards of quality that are generally accepted as high, and fewer still cater to full-time students. Among the top private institutions are Ateneo de Manila, De La Salle College, and St. Lukes at Baguio. Unlike some of the "giant" universities, these have fairly small enrollments (e.g., Ateneo has only 4,490 students). Many of the private universities, however, are huge, profit-oriented institutions, which are regarded as "diploma mills" dispensing substandard education and training. Some, indeed, are operated by private stock corporations whose shares are sold on the Manila stock exchange.

Some of the private universities are of great size: in 1964-1965, University of the East had 45,206 collegiate students, Far Eastern University had 40,778, and the University of Santo Tomas had 24,345. Many of these were part-time students.*

Of the 14 state-supported colleges and universities, the University of the Philippines (enrolling 17,000 students) is by far the largest and most important. It receives about two-thirds of Government expenditures for these institutions; in 1963 it received 29,111,600 pesos (\$7,503,000). The largest of the other state-supported institutions are Mindanao State University, Philippine Normal College, Central Luzon Agricultural College, Mindanao Institute of Technology and Agricultural College, and Samar Institute of Technology.

* Total enrollments for these institutions is higher, for Filipino universities usually have attached elementary and secondary schools, and some have special vocational schools. Thus, University of the East had 9,418 non-collegiate students, Far Eastern had 7,507, and Santo Tomas had 4,685.

SUMMARY OF EDUCATIONAL PROBLEMS

We list below some of the more critical school problems which affect the need for the use of textbooks, teachers' guides, and other instructional materials on Philippine schools. Many have already been identified above:

- (1) The high rate of dropouts in the elementary grades. Somewhat less than one-half of Grade I students complete Grade VI, due mainly to economic reasons (but also, in part, to academic reasons). Although still sizable, the dropout rate has been decreasing slowly.
- (2) The language barrier, and shift in school languages--with a student receiving instruction in one of twelve vernacular languages during the first two years of elementary school, then in English (with some Pilipino) afterwards.
- (3) The low percentage of students entering high school, and the low proportion of enrollment in vocational courses. Over 70% of high school age population do not attend school. Only 8% of those in school attend the vocational institutions.
- (4) The ten-year period of pre-university schooling is considered inadequate preparation for college work--this is compounded by the language shifts along the way.
- (5) The Filipino passion for education as a status symbol, and the preference of parents and students for "prestige" courses. These have encouraged the flowering of profit-oriented schools and the growth of disciplines which do not contribute to the economy.
- (6) The mounting cost of universal elementary education, which has prevented the Government from allocating much needed resources to other levels of education.
- (7) Lack of qualified teachers. Although there is an adequate number of teachers for the academic schools, many are not fully trained or technically qualified, and many have serious deficiencies in their ability to speak and use the English language. This results from the great number of private teaching institutions with a wide variety of standards. There is still a quantitative shortage of teachers in most vocational fields.

APPENDIX C

RECOMMENDATIONS REGARDING A REGIONAL BOOK AND LIBRARY EFFORT TO BE SPONSORED BY THE FAR EAST REGIONAL DEVELOPMENT DIVISION, AID

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Submitted by Wolf Management Services, New York, August 30, 1966

Introduction

The East Asia Book Survey Team evaluated developmental book activities in the Philippines, South Vietnam, and the Republic of Korea between April 23 and June 24, 1966.

The three countries are dissimilar in their social and cultural fabric, in their languages, and in their positions on the scale of book and library development. The educational systems upon which theirs are based -- American, French and Japanese, respectively -- represent three divergent traditions and sets of practices. Furthermore, the war conditions in Vietnam render its problems unique in many respects, and Korea is not even located in Southeast Asia.

In spite of these differences, there is much similarity in basic needs as they relate to developmental book and library service programs -- for example, the need for improvement of textbooks, reference books and professional books, for development of libraries, for improvement of the local book industries, and for improvement of educational services. And there are optimum means which could be employed to achieve many of these ends through a comprehensive program sponsored by the Far East Regional Development Division.

The following recommendations, which cover such a program, are valid for all three countries. We suspect (in the absence of first-hand knowledge) that they are also applicable, with variations of degree, emphasis and detail, to other countries in Southeast Asia, to the nations of South Asia, and by extension, to the remainder of the developing world.

In spite of the almost global pertinency of the problems and the program recommendations involved, we feel that East Asia* is perhaps the ideal site for the creation of a large,

* The Team feels strongly that, although it is not located in Southeast Asia, Korea must be covered by any major developmental book program in the general area. The calibre and potential of Korea's human and physical resources in the printing and publishing field, and in libraries, is such that professional assistance by Region-directed specialists will produce dramatic positive results -- improvements that will impress and inspire other less developed countries in the area, in addition to benefitting Korea directly.

dramatic developmental book program which might serve as a prototype for a subsequent worldwide U.S.-sponsored effort. The area, as exemplified by the unique nature of the South-east Asia Task Force, holds first priority for an intensive United States drive along these lines.

Nature of the Recommendations

Before the field survey began, we reviewed the recommendations contained in the October 1965 memo, "Massive Book Program for Southeast Asia", by C. Earle Hoshall and George E. Sadler. Subsequent to our return, we studied a more recent TCR/CBA working paper which further discussed possible components of a Regional book program.

Many of those recommendations are presented below in expanded and modified versions, to reflect the findings and conclusions of our three-country survey. Other recommendations represent our independent judgment as concepts worthy of Regional sponsorship. All are presented in a sequence which it is hoped will assist an understanding of their order of priority and an appreciation of their interrelationships.

Need for the Center

Our just completed analysis of developmental book activity in three countries of East Asia reveals that they would benefit significantly from the establishment nearby of an area book coordination office. It is apparent, moreover, that the current lack of such an organization has resulted in time-consuming, costly inefficiencies, duplications and errors that might have been minimized or avoided, if the office had been functioning.

Although our survey was limited to the Philippines, Vietnam and Korea, it is obvious to us, from the universality of problems encountered and solutions proposed, that the advantages derived by the three from an area office would be multiplied many times, by extension to others throughout the Region, if the coordinating office were region-wide, not area-wide.

We thus strongly support the establishment of a Regional Book Program Coordinating Center as part of the projected

Southeast Asia regional educational institute or foundation to:

(a) serve as focal point for technical advisory services on book use, library development and book industry development in the Region, (b) serve as coordinating body for Regional and other book programs, and (c) arrange for contractual and production services on Regionally-funded book projects.

Permanent Professional Staff

Like TCR/CBA, we see the professional staff of the Regional Book Program Coordinating Center minimal in size, with projects being conducted largely through contracts with appropriate public and private organizations and institutions. In our view, the following staff specialties are required:

(1) a Regional Book Program Officer, to direct the Center, (2) a skilled book production-printing specialist, (3) an experienced textbook editor, with an educational background, (4) a book publisher-distribution specialist, and (5) a library services planning specialist. The basic staff would probably consist of four; we assume that the Regional Book Program Officer would qualify in one of the above-noted specialties.

The professional staff would be based within the Region. A substantial portion of their time would be spent in individual countries, providing counsel and advice for the development of country programs, and on-the-spot assistance. Within a short time they would develop into Regional book experts, whose in-depth knowledge would render them highly valuable to the Region, host countries and local Missions, alike.

Except for book programs that presuppose a unified approach, such as the publication of a core collection of low-cost English language editions of high level books, textbook depository libraries, and others, the key to success of the Regional Center will depend upon the degree to which it is able to program activities and projects for the resolution of individual country problems, rather than attempting to impose common solutions. While country problems are indeed similar, and the settings much alike, solutions must be tailored individually -- partly because each country is in

a different stage of book and library development, and partly because of differences in National culture and tradition.

Program and Project Activity

The work of the Regional Book Program Coordinating Center might be concentrated in three main areas: (1) book program activity, (2) library program activity, and (3) book and library projects. Each is discussed below:

1. BOOK PROGRAM ACTIVITY

Book development activity might be the concern of an operating division with that name, within The Center. Its activities would include:

A. Continuing Counsel by Staff Specialists to Ministries of Education, relating to textbook problems. This would run the gamut from advice to project development, and from assistance in the translation of curricula into textbooks to textbook preparation, production and distribution.

Ministry entities in each of the countries visited by the East Asia Book Team need and desire expert, continuing counsel that can be provided by a Region-based textbook editor, a book production-printing specialist, and a book publisher-distribution specialist. These include the Materials Evaluation Section of the Philippine Bureau of Public Schools, the Instructional Materials Service of the Vietnamese Ministry of Education, and the Textbook Compilation Bureau of the Korean Ministry of Education, among others.

B. A Regional textbook development program. Textbooks represent the priority area for action in the three countries visited by the team -- confirming the nature of field responses to a recent Departmental Circular, which discussed the proposed expanded U.S. commitment in educational development overseas. Under guidance of the Regional textbook editor-educator, a multi-faceted program could be developed to encompass (1) the services of specialists in textbook printing and manufacturing

techniques, (2) the provision through contract of the services of book industry specialists to conduct Regional and in-country seminars and workshops to help develop local expertise in textbook writing (including use of the committee writing system), editing, adaptation, translation (when pertinent), book production, illustration, and importantly, the development of teachers guides and related instructional materials.

The program might include other areas. It might (3) cover dollar costs of foreign royalties for textbooks that are adapted or abridged, and (4) assist in the development of Ministry-operated (or semi-governmental) instructional materials centers, like the one in Vietnam. Both the Philippines and Korea would benefit highly from such an organization.

C. Surveys and Research Studies. Many of the seemingly "insurmountable" book problems of the Philippines, Vietnam and Korea result from inexperience and lack of professionalism on the part of book industry components, or an absence of factual data required to make effective decisions; both these areas are susceptible to fairly rapid solution through Center-financed surveys. Typical studies might investigate (1) the "excessive" cost and low quality of book paper and other raw materials (in all three countries) (2) fragmented and inefficient book distribution systems (particularly in Korea, where the book publishers and booksellers are in violent disagreement), (3) printing industry capacity, to determine the ability of the local industry to handle projected textbook needs, and (4) development of effective means for book promotion and advertising.

D. Non-Textbook Seminars and Workshops. These would aim at building private printing and publishing expertise and productivity, and would cover a wide variety of subjects, from book creation, production and sale, to publishing and printing management. Seminars and workshops are also an effective follow-up mechanism to dramatize the results of the surveys and studies in (C) above, and to ensure implementation of recommendations.

For example, a top-level book marketing specialist might be brought to Korea for a 3-month analysis of book distribution practices, to develop recommendations

that would minimize inefficiencies, and strengthen or develop the adoption of rational, modern distributive and promotional techniques. At the completion of his study, it would be logical for him to conduct a seminar or workshop for book publishers, booksellers and distributors -- to transmit the findings and recommendations to them and gain their active support.

E. On-the-spot Consultation to various elements of the public and the private book industry. The provision on individual-organization advice and counsel is a logical extension of both the surveys and seminar-workshops of (C) and (D) above.

F. Assistance in writing of local manuscripts for developmental books. We found particular need for this type of program at the university textbook level, where sporadic, spare-time efforts result in low quality manuscripts. The need, however, also exists in the area of scholarly and reference books. Subsidy assistance could take the form of writing grants, short-term contracts for authors' technical services, or advance guarantee of purchase of copies to be produced by commercial publishers.

G. Audio-visual Textbook-Related Material. Programs developed by the Regional Book Center should not overlook the area of audio-visual materials and techniques, which when properly used as adjuncts to textbooks, are dramatically effective teaching aids.

H. Participant Grants. A Regional book program should also include provision for the sponsorship of out-of-country study for private and public book industry personnel, either in other countries within the Region, or in the United States. For example, Vietnamese and Filipino printers can benefit greatly from studies of the operations of their Korean counterparts, the Korean Ministry of Education (now considering textbook rental for the first time) can learn much in the Philippines, etc. The participant program might also include funding to permit book industry and government official attendance at seminars and workshops in third countries.

2. LIBRARY PROGRAM ACTIVITY

Another operating unit of the Regional Book Program Office might be a Library, Communications and Informational Services Division, which would concern itself with the following:

A. Library Planning Counsel. In each country analyzed by the East Asia Book Team, there is urgent need for the development of a unified national program of library service, including a strong central unit. Thus, a key starting point for Regional efforts to develop and strengthen individual country library service lies within the context of assistance to national planning efforts that anticipate creation of a strong national library.

The staff Library Services Planning Officer and/or contract specialists could also help country Education Ministries develop presently retarded school library systems to support the formal educational system. This could be done through recommendations covering (1) organization of Bureaus of Library Development within the Ministries, (2) the possibility of harnessing modern communications technology in educational media, by eventually merging the library service bureaus with education communication and information services, and (3) library legislation and regulations, copyright problems, etc.

In addition, planning consultants could assist in the development of programs for the gross strengthening of public library systems and professional library associations.

B. Regional Research and Experimentation. Efforts in this area would include (1) research into country needs for improved translation services -- the content-carrying capacities of the languages, as well as translation problems that might arise, (2) the implications of extant area studies of library resources by bilateral and multilateral agencies serving East Asia, and (3) the availability of special training and research assistance in the area, or nearby, as for example at the East-West Center. Indeed, much of the research effort might be contracted out to that institution.

C. Consultant Services, to assist individuals and selected organizations, and to conduct short-term institutes and workshops. The Philippines, Vietnam and Korea (and probably, by extension, other countries in the Region) have great need for consultant services in library education...specialists capable of demonstrating optimum methods and approaches to library science, and who can advise and assist the conduct of institutes and seminars. While some of the sessions would be organized on a Regional basis, much of the effort would be on an in-country basis -- for training opportunities, to be of maximum practicality, must be provided where the need exists.

Thus, consultant services would take different forms. Of critical importance to Vietnam is advice at the national level; in Korea basic problems are represented by library construction and professional education; and in the Philippines consultant services could help to improve library administrative programs and professional training.

The nature of the consulting services would be designed to answer specific needs. For example, assistance to Korean architects in the design and development of more functional libraries might take the form of the hiring on a short-term basis of a team of U.S. library building consultants to help design the next 5 public libraries, and a similar team to help design the next 5 academic library buildings.

D. Surveys of Library Operation. As part of the activities of the library, communications and informational services group, contracts would be undertaken with specialists to conduct surveys of various aspects of library operation within the Region, to help develop more effective methods, techniques and administrative procedures.

E. Library Demonstration Programs. In all countries visited by the Survey Team, a very large percentage of existing libraries operate with substandard collections, staffs and services. There is little or no sense of unity, a minimum exchange among libraries, virtually no awareness of professionalism, deficient buildings and equipment, and almost complete lack of library cooperation. One answer would appear to be the establishment,

in selected areas throughout the Region, of library demonstration programs which can serve as regional stimuli to library publics as well as staffs, and around which smaller library units may cluster and to which they will look for leadership.

A survey, under the umbrella of the activities mentioned in (D), above, could locate possible participants in such a project, and library consultants could be employed to help get it underway. In the Philippines, participating institutions might be located in Tarlac Province at the University of the Philippines, at Dumaguete, at San Carlos in Cebu, in Saint Augustine at Ilo Ilo, and in Davao.

F. Participant Grants. Advanced education of librarians should be encouraged under a Regionally-funded program of scholarships for study locally, in other countries within the Region, and in the U.S. In this way, promising students would gain expertise in more advanced methods of library organization and administration. Limited numbers of scholarships for doctoral study might also be made available to trained, experienced scholar-librarians who are needed to fill university library directorships in countries such as Korea and the Philippines.

3. REGIONAL BOOK AND LIBRARY PROJECTS

Most of the projects discussed below have been developed by George Sadler and Earle Hoshall within the context of a Southeast Asia Regional Book Program. These are presented with comments and variations that reflect the findings and conclusions of our Far East Book Survey. The remaining projects are products of our study in the Philippines, Vietnam and Korea. Together, they represent the nucleus of a Regional attack on book and library problems that are hampering social, scientific and economic development within the area.

A. Production and publication, commercially, of a Core Collection of Low-Cost English Language Editions of U.S. high-level technical books and textbooks. The books, printed centrally and distributed through commercial or U.S. government channels for local currency sale, would consist of professional, science, business and reference

books, plus some university textbooks, for scholars, teachers and activators of change. Selling prices would average \$1.00 to \$1.50.

We recommend high priority Regional sponsorship of the project. In both Korea and the Philippines, the need for such books is intense, and their availability would significantly assist the professional leadership and university students of the countries involved.

From the point of view of conserving foreign exchange, we suggest that the Region investigate the possibility of producing the core collection books in a country where there is ample availability of idle counterpart funds to underwrite the project cost.

B. As a variant of the above project, we agree that there is need for the direct subsidization of a limited number of specialized high-level technical and reference books for which the market, even on a Regional basis, is too small to justify the production of separate new editions. This project would subsidize the sale of such books through normal commercial channels (using quotas by country and/or by dealer within each country), to assure their availability at modest price. Payment would be in local currency where exchange is a problem. This approach could also be extended to cover shelf enrichment for libraries.

C. University Textbook Rental and/or Rental-Purchase Libraries for leading medical, engineering and agricultural schools. The effectiveness of this extant program was verified during a visit by a Team member to the Cebu medical schools, where it has enjoyed such outstanding success.

Because of the high cost of U.S. pre-clinical and clinical medicine books, the University Textbook project appears to be needed by the Faculty of Medicine in Saigon, five institutions in Korea (Seoul National University, Yonsei, Ewha, Kyongpuk and Chunnam), and the five medical schools in Manila. In like measure, the program could be of significant help in engineering and agricultural schools within the countries.

The objection to the concept mentioned in Korea -- the inability of educational institutions to sustain the high U.S. currency costs required for book replacement five or six years after the project has gotten under way -- can be overcome via the use of IMG funds as a vehicle for convertibility. A number of the medical (and other discipline) titles required for this project would be logical candidates for inclusion in the low-cost core collection project discussed in A, above.

D. Shelf Enrichment for Libraries. This, in all the countries visited by the Team, is the primary library need. Book shortages are acute, and grants of donated or purchased books are required to strengthen book collections and fill gaps in the universities, national libraries, the public library systems, and special libraries. In like manner, there is great need for the procurement of foreign technical and scholarly periodicals and journals that are so vital in enabling local country specialists to keep abreast of new developments in their disciplines -- for example, farm journals and U.S. Department of Agriculture leaflets for the libraries of rural development organizations in Korea and the Philippines.

Libraries of key, selected institutions would be included in the programs. While they would find valuable the pre-selected core collection books of project A, and should be included in that project -- the normal shelf enrichment program should require rigorous local selection of books and/or participation in their selection, along the lines of the successful TCR/CBA National Academies of Sciences Program. (In both Korea and Turkey, the popularity and positive impact of the NAS program is attributed in large measure to the fact that recipient organizations played an active role in deciding what books they would receive.) Too often in the past, donated book collections have contained volumes of peripheral value.

We therefore recommend that the Region support extension of the NAS concept, including the formation of local book selection committees, into disciplines and fields other than science, which is so ably served by that project.

We also recommend support for a concomitant program to provide needed back issues of periodicals and of books that are not commercially available -- through a revival of the sorely missed project that provided Institution Library Memberships in the United States Book Exchange Service. The ground-swell demand for such a project is high both in the Philippines and Korea.

E. Textbook Depository Libraries (educational materials reference centers). These 750 to 1,000 title cross-section collections of U.S. elementary, secondary and higher-education textbooks would prove extremely useful to Ministries of Education as guides in the development of curricula and the fitting of textbooks to curricula, to the public and private textbook industries, to textbook writers, illustrators, etc. The project deserves Region sponsorship.

In Korea alone, for example, a minimum of six sets appear to be needed below the university level: (a) a set of elementary and secondary books for the Ministry of Education's Textbook Compilation Bureau, (b) a set of each for the National Library, (c) an elementary set for the semi-public National Textbook Company, and (d) a collection of secondary school books for the Korean Secondary Textbook Publishers Association, whose members produce almost all books at that level.

F. We also recommend Regional support for the previously developed project to donate and purchase English language books for village, classroom and school libraries in countries where English language materials are useful. Although the concept is of limited use in Korea and Vietnam, where the priority need is for books in the local languages, it is important to the Philippines, where the holdings of such libraries consist primarily of outdated State of California textbooks of limited relevance. It would also be of great value to the former British colonies in Southeast Asia.

APPENDIX D

THE EDITORIAL PROCESS FOR U.S. SCHOOL BOOKS

The report refers to the "editorial process" and its key potential function in the creation and publishing of elementary and secondary school textbooks. This appendix outlines pertinent aspects of the process as they have been applied to the U.S. school book publishing process.*

U.S. publishing firms originate and develop new textbook project ideas in various ways. The ideas may originate with salesmen, sales managers, editors, or with teachers who contact the publisher. In U.S. school book publishing, the publisher's field staff, in its daily contacts with teachers, is engaged in market research on a continuous basis. In addition, the publisher's school book editors (who specialize in disciplines such as social science or mathematics) attend the meetings of teachers who confer periodically on these subjects, read current literature on the subject, and many editors have originally been teachers themselves. Thus school book editors' knowledge of the specialized needs of their market is profound.

When a project is decided upon, the publisher gathers a group to make the publishing decisions and carry out the development of the textbook title or series. The individuals who comprise this group possess in aggregate these skills: (a) a knowledge of the subject matter field and particularly of educational trends in the subject matter field, (b) a knowledge of the money available for the new publishing project, and (c) a knowledge of the marketing procedures involved. The group functions under the guidance of an assigned school book editor, who coordinates, expedites and supervised its work.

* The appendix is extracted from the report, "Books as Tools for National Growth and Development (A Case Study of the Use of Books in Turkey)", prepared by Wolf Management Services for AID, and published June 1965.

The publishing process for a typical school book follows this general pattern:

- (a) The publisher selects the subject and course of study to which he expects to give publishing priority. He does not do this in terms of today's needs, but rather in terms of the needs as visualized a number of years ahead. At this point, the publisher places the school book editor in charge of the project.
- (b) Criteria for the selected single title or the series are then developed. These consist of a set of guidelines that delineate the characteristics of the book or series and thus make them more acceptable to educators than books of competitors. The criteria may reflect new viewpoints, new methods, or other distinguishing characteristics.
- (c) For the development of these criteria, the publisher usually selects a team that combines these qualities: scholarship, a knowledge of teaching methods, an understanding of learning methods, and importantly--skill in writing. Thus the typical school book development team consists of a university professor who is an authority in the field, an elementary or secondary school classroom teacher who understands how students respond to printed materials in the field, a specialist who knows the most recent developments in the field of methods, and a group of authors who are recruited by the publisher on the basis of their experience and competence.
- (d) The school book editor and the team of authors then develop a complete outline for the book or the series.
- (e) After the outline has been approved, the editor assigns work on the preparation of the manuscript to the various members of the authorship team, schedules the work each is to accomplish, and prepares a timetable to be followed.
- (f) The manuscript is normally submitted to the editor one unit at a time. As he receives the units, he sends them out to be read and criticized by teachers and scholars who specialize in the field. He then reviews the manuscript himself, collates the criticisms received with his own and returns the manuscript to the authors for revision. During the manuscript preparation process,

the manuscript is likely to undergo two or three revisions--and a seventh grade geography or an eleventh grade American history textbook may take as long as three to five years to complete.

In preparing the manuscript, the authors and editor pay close attention to the reading level desired, to the needs of teachers, the courses of study, recent trends in scholarship, etc. The textbooks therefore become multi-dimensional; they are not one-dimensional books whose main purpose is to present the information that the students must learn to pass the examinations--as is often the case in many other countries.

- (g) The editor's coordination and direction of efforts toward the production of a textbook or a series of textbooks is a complex undertaking. While he is supervising the authors in the preparation of the manuscript, he is also working with artists, photograph specialists and draftsmen to prepare the illustrations, maps and charts desired by the authors. This material is submitted in rough form to the authors for comment and change. At the same time, to guide the illustrators and the authors, the editor works with a designer, usually on the publisher's staff, to decide on the typography for the book, the nature of its design, the trim size, and so on. At this point, the editor is working with authors, illustrators, artists, and with production men who have explored the most economical ways to meet the standards of publication.
- (h) When the manuscript is finally ready for the outside printer, the editor's responsibility is usually turned over to the production specialist or managing editor who sees it through the printing press. The process may take an additional 8-12 months.

It can thus be seen that U.S. school books are the end-products of carefully planned and organized publishing efforts aimed at producing books of maximum effectiveness and value in the educational process.

APPENDIX E

DEVELOPMENT OF EDUCATIONAL RADIO AND TELEVISION SERVICES

In educational terms, little of consequence is going on in the audio-visual field. There is a great shortage of local instructional materials. Films are not actively used in the public school system. A few films and filmstrips have been obtained for the use of private schools, but such materials have encountered distribution difficulties; and the lack of darkening facilities in the classrooms, and in some cases lack of electricity, also cause problems.

New legislation may be required to assist development of audio-visual efforts in the future.

Originally created by USAID to produce materials needed to support Mission technical assistance programs, the National Media Production Center has in recent years become a Governmental body, and is reportedly bogged down in massive red tape.

More promising than audio-visual programs generally has been development of educational radio. There are over 176 stations throughout the Philippines, and at various times radio has been used to provide educational information as well as offer instructional broadcasts. Radio, however, should be used much more than it is--it can help significantly in agricultural education, community development, health training and neo-literacy.

Not long ago, a rural radio seminar was held with some positive results, and an inter-agency project conducted from July through December, 1965 brought people together for discussion of rural problems under sponsorship of organizations interested in these problems. The project worked well and was financed for an additional six months, with programs being aired in 1966 in five different dialects and utilizing some 128 of the more independent stations. One major shortcoming of the project was the lack of follow-up study materials.

Begun with funds provided by the Ford Foundation, educational television gained its start in the Philippines at the Ateneo de Manila. The initial project called for linking together six schools on two contiguous campuses, and began in July, 1964.

Related to development of the Ateneo de Manila closed circuit television network project was the formation of the Metropolitan Educational Television Association. This project links together 51 private and public schools in the Greater Manila area and three provinces. Two subjects have been offered--high school physics and English speech. The project has been in operation since August of 1964 and is supported in part by the Asia Foundation.

Planned for development in the Manila area soon is a 2500 megacycle transmission effort. This project will utilize multiple channel transmission to send subjects from the Center for Educational Television into the private and public schools on the elementary, secondary and collegiate levels in the Greater Manila area. It is to be supported with Ford funds and may receive assistance from AID and the Philippine National Economic Council.

Proposed for the future is a five-year development program for instructional television for Southeast Asia. It is felt that educational television benefits might be introduced into various areas of Southeast Asia over a period of five years, utilizing three main avenues: (1) a regional center for educational television, (2) a series of pilot projects, and (3) development of a "Pacific Rim Educational Broadcasting Union", conceived by the National Association of Educational Broadcasters.

The present Center for Educational Television at the Ateneo is suggested as the agency to develop the regional center. The Center would introduce Southeast Asian educators to planning efforts and other work necessary to bring instructional television into their countries, and would prepare the educators for follow-up study, planning, preparation, operations and evaluations.

In technical terms, the present Educational Television (ETV) facility at the Ateneo utilizes Dage equipment. It includes three cameras, a film chain, a videotape recorder (to come), and one studio. Scheduled in Manila for June, 1966 was a

conference to develop details for setting up a regional ETV effort. This conference was to have been, in part at least, a USAID venture and reports should be available from that source.

In view of the numerous problems faced by Philippine education, full-scale development of ETV--preceded by further experimentation in the Greater Manila and Tarlac areas--should prove to be a useful demonstration, both for the Philippines and for other nations of East Asia.

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